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JOHN OGONOWSKI FARMER-TO-FARMER PROGRAM MID-TERM ASSESSMENT

February 2007

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The assessment was carried out from September 2006 to February 2007 and included interviews with USAID staff; FTF implementing partners (IPs); a select group of FTF volunteers; relevant USDA staff; other stakeholders of the program; and field visits to Russia, El Salvador, Ghana, Guinea, India, Nepal, Uganda, and Zambia. The team also relied extensively on existing documentation including, but not limited to, the IP workplans; semi-annual and annual reports; the 2003 FTF RFA; the 2002 U.S. Farm Bill; the FTF Program Manual; the 2002 FTF Evaluation; and other relevant FTF, USAID, and IP documents.

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ACRONYMS

CAR	Central Asian Republics
CA	Cooperative Agreement
CNFA	Citizens Network for Foreign Affairs
CpVP	Cost per volunteer day
DCHA	Bureau for Democracy, Conflict and Humanitarian Assistance
EGAT	USAID Office of Economic Growth Agriculture and Trade
FAMU	Florida A&M University
FTF	Farmer-to-farmer
HBCU	Historically Black Colleges and Universities
IEHA	Initiative to End Hunger in Africa
IP	Implementing Partner
LAC	Latin America and the Caribbean
LOL	Land O' Lakes
LOP	Life of project
M&E	Monitoring and evaluation
MSI	Minority serving institution
NAADS	World Bank National Agricultural Advisory Services project in Uganda
NGO	Nongovernmental organization
NIS	Newly Independent State
OICI	Opportunities Industrialization Centers International
PVO	Private voluntary organization
RFA	Request for Assistance
SO	Strategic Objective
SOW	Scope of work
TA	Technical assistance
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
USG	United States Government
VEGA	Volunteer Economic Growth Alliance
VSU	Virginia State University

EXECUTIVE SUMMARY

The John Ogonowski Farmer-to-Farmer (FTF) Program is a fascinating and effective program that USAID has implemented around the world since 1985. FTF has numerous unique attributes as a volunteer program that strives to attain measurable economic results. The Assessment Team agrees with USAID's statement in the assessment's scope of work that "the program, in general, runs well" and would go further to state that the program generates excellent results while building strong personal relationships between American agricultural and agribusiness volunteer specialists and their host country counterparts. One volunteer summed it up as follows:

"I've loved every one of my 17 assignments. In fact, I get tears in my eyes just thinking about them. The support that I got in every project has been wonderful, before, during, and after assignments...It has changed my whole life."

The assessment is not meant to be an evaluation of the program and the Assessment Team concentrated on the specific questions posed by USAID in the Mid-term Assessment Scope of Work, located in **Annex 2**. There are two purposes of the Farmer-to-Farmer Program Mid-term Assessment report:

1. **Provide guidance for designing and drafting the next Request for Assistance (RFA) solicitation for the FTF Program.** This included a review of the goals of the program and identification of how the program can be more effective.
2. **Identify best practices and problem areas so that the program can make mid-course corrections.** This was done in a manner that will hopefully allow FTF and its implementing partners (IPs) an opportunity to take stock of their implementation approaches, arrangements, and progress to date, and make changes that will improve overall performance.

The Assessment Team has organized this report in three sections to conform to the Assessment Scope of Work: **Component A - FTF Program Strategies; Component B - Implementing Issues; and Component C - Implementation Progress.** The report is meant to offer USAID and its IPs practical recommendations for both mid-term course corrections and guidance for the anticipated new RFA. The FTF program has been evaluated at various times, including a comprehensive evaluation in 2003, the NIS Program evaluation in 1996, and the Worldwide Program evaluation in 1994. The current Assessment Team made every effort to avoid duplication of previous efforts and coverage of issues previously discussed. It was designed to minimize the burden on the current IPs and our review of Implementation Progress was limited to existing documents.

A description of the assessment methodology is located in **Annex 3** and a summary of interviews conducted with a select group of volunteers is found in **Annex 9**. The Assessment Team encourages a review of the volunteer interview summary, as it offers interesting insight into the volunteers' perspective of the program.

The John Ogonowski Farmer-to-Farmer Program

The Worldwide Farmer-to-Farmer Program, initiated in 1985 through the Agricultural Development and Trade Act, was designed as agricultural exchange program with the aim of transferring the knowledge and expertise of U.S. agricultural *volunteer* experts to their counterparts in middle-income and emerging democracies. The program has continued to be implemented throughout the last 20 years, with the New Independent States (NIS) program added in 1991 through a special initiative. The NIS and the Worldwide FTF Programs were unified in the 2002 U.S. Farm Bill. Throughout the 1990s the FTF Program was administered by USAID's Office of Private and Voluntary Cooperation with the Bureau for Democracy, Conflict, and Humanitarian Assistance; in 2003, the program management authority was transferred to the Economic Growth, Agriculture, and Trade Bureau (EGAT), Office of Agriculture and Food Security. NIS FTF Program activities were extended in 2003 while the worldwide program was competed through a new RFA to address EGAT's goal of "reducing poverty and hunger and promoting peace and prosperity in developing and transitioning countries."

FTF has undergone many changes since its inception in 1985, moving from a people-to-people exchange program

to a more traditional economic development activity. Throughout its evolution FTF has maintained a consistent focus on supporting farmers, agricultural support systems, and agribusinesses in emerging and developing countries through the placement of short-term U.S. volunteer agricultural specialists. The FTF Program's purpose is to assist developing countries, middle-income countries, and emerging democracies in the areas of agricultural technologies, agricultural policy analysis and reform, and improved human and institutional capacities, resulting in more competitive and efficient markets and improved effectiveness of farming and marketing operations. There are many characteristics and attributes of the FTF Program that the Assessment Team took into consideration when assessing the program's strategies, implementation, and progress, including:

- FTF is a long running program that is being implemented by USAID partners and their staff who in many instances bring years – and in some cases, decades – of FTF Program management experience.
- Unlike other programs, the FTF Program's purpose is defined by the Farm Bill. Therefore, a broad community of stakeholders is interested in the results and progress of the program, including the U.S. Congress, USAID/Washington, relevant USAID field Missions, USDA, and the U.S. agricultural community.
- The activities of the program are diverse and are implemented worldwide in about 40 countries through 11 Cooperative Agreements involving 8 different prime U.S. institution recipients. Many of the same U.S. private voluntary organizations have implemented FTF through the years, including ACDI/VOCA, Winrock, Land O'Lakes, Partners for the Americas, and Citizens Network for Foreign Affairs. These institutions each bring their own approaches, experiences, systems, and technical expertise to the program.
- USAID recently expanded the participation of Minority Serving Institutions (MSIs) seeking to strengthen the mentoring relationship between the traditional FTF IPs and MSIs, while also giving MSIs an opportunity to serve as prime recipients. The group of current prime recipients has been expanded to include Virginia State University, Florida A&M University, and OICI.
- Assistance is limited to short-term volunteer technical assignments with a program emphasis on targeted focus areas and sector impact.
- The volunteer nature of the effort provides a unique people-to-people dimension to this development program.
- While funded and managed by USAID/Washington, the program is implemented in the field, requiring cooperation and coordination among USAID's Office of Agriculture, the relevant USAID country Missions, and the IPs.

Key Results

The FTF program has achieved significant results at the midway point of its implementation. A total of 1,887 volunteer agriculture and agribusiness specialists have been fielded to date worldwide in support of 1,745 host institutions, including farm producers, agribusinesses, processors, retailers, exporters, input suppliers, cooperatives, associations, financial institutions, government agencies, NGOs, and other agricultural sector stakeholders. A review of data reported by the program's implementing partners shows that the results to date (October 2003 – September 2006) include the following:

- 126,434 direct beneficiaries and 2,020,267 indirect beneficiaries assisted to date.
- \$17,891,000 in increased incremental net income.
- \$122,401,000 in gross sales generated.
- \$33,284,000 in increased revenue from organizational capacity building.
- \$10,084,000 increase in the amount of rural or agricultural loans.
- 42,232 hectares of land covered by improved natural resource management.
- \$29,310,813 in leveraged resources through the value of volunteer professional time, in-kind contributions, and resources mobilized by hosts, grantees, and volunteers. This is approximately equal to the total funds estimated to be expended to date (approximately \$30 million), meaning that FTF has successfully leveraged approximately one dollar for each dollar spent in support of targeted beneficiaries.

Key Recommendations

The Assessment Team offers recommendations throughout this report on each of the topics presented in the scope of work. The team agrees with USAID's perception that FTF is a well-managed that has generated positive results. There are no serious problems with the program. Our recommendations are meant as practical suggestions to offer guidance on the program's continued improvement. Although it is not possible to present all of our recommendations in the Executive Summary, the following are the report's key recommendations:

- For the next RFA, USAID should continue its current practice of issuing separate cooperative agreements per region, with one prime implementer responsible for each region. Adequate funding should be provided per country to ensure a full-time senior in-country project coordinator; a full-time in-country administrative assistant; and an adequate critical mass of volunteers to ensure impact of the program. Should the FTF budget remain at approximately \$10 million per year, then the total number of countries should be consolidated to ensure the appropriate level of resources per country with an FTF program.
- Focusing on specific focus areas – often commodities, value chains, or types of activities – has been positive for the program, and the focus area approach should be retained. In the next RFA, USAID should continue to concentrate the program along focus areas while better defining what is meant by a focus area.
- The selection of the correct focus area is critical. However, value chain analysis and other agricultural sector assessment techniques can be quite costly and are probably not cost effective for a short-term volunteer program. The program staff should adopt a balanced assessment approach in reviewing and selecting focus areas that relies on readily available documents, information, and assessments, and is based on informal stakeholder interviews. The balanced assessment approach should be conducted annually as part of the workplanning process and be able to produce answers to key questions as agreed upon with USAID.
- Over the next 18 months and into the future program, FTF should continue its transition to assignments focusing on market linkages with greater assistance up the value chain, including assignments focused on agribusiness development, processing, marketing, packaging, and backward and forward linkages. At the same time, it should be recognized that these focus points may take different forms in different countries and/or in different regions.
- FTF is still inherently a people-to-people program, even as greater emphasis is placed on development impacts. USAID needs to balance the program's people-to-people emphasis with FTF's development goals. IPs should continue to devote program resources to support people-to-people and public outreach activities even if it results in slightly higher costs per volunteer day. USAID should continue to encourage reporting on the program's human side through success stories, maintain its support for FTF branding, and keep supporting IP efforts to promote FTF and USAID assistance in both the United States and abroad.
- The IPs are required to report on both outputs and measurable economic impacts. For the next RFA, USAID should consider reducing reporting requirements to annual reporting; streamlining/consolidating the data reported through the eight FTF Tables; and placing greater emphasis on reporting against country program results frameworks. More immediately, USAID FTF may soon be asked to begin reporting on a new agency-wide set of indicators. USAID FTF should begin to examine, in collaboration with the IPs, how existing reporting can be modified in order to contribute to the agency-wide framework.
- FTF strategies and work plans should continue to be developed in collaboration with USAID in-country and relevant regional Missions. The IPs should engage in more active dialogue with the Missions to promote a process that is less passive and involves greater participation of USAID Mission personnel, ensuring a greater level of coordination between FTF and other USAID program activities. Mission staff should receive copies of the annual workplan as well as copies of semi-annual and annual reports.

- For the next RFA, USAID should re-examine the role of the HBCUs. Having them serve principally as recruiting agencies is probably not the best role for these institutions and may not be cost effective.
- Diversity of volunteers fielded is an admirable goal and one worth continuing to emphasize. USAID should also enable the IPs to strike a balance between first-time volunteers and volunteers who complete multiple assignments. Ultimately, IPs should be encouraged to find the most highly qualified volunteers, leading to the best results for host institutions, and generating the greatest impact for assignments.
- FTF should continue to explore greater collaboration with the private sector and other USAID and donor programs.

A summary of each of the key recommendations outlined in the final report is located in each of the applicable sections and **Annex 1**.

COMPONENT A: FTF PROGRAM STRATEGIES

GEOGRAPHIC SPREAD

FTF currently operates in about 40 countries, each receiving from 2 to 122 volunteers per year. The Assessment Team was asked to determine the answers to these questions: “Is this too many? Is it better to concentrate limited resources in fewer countries? Should the large Russia program continue, or is there additional absorptive capacity in Congressional priority areas, currently Africa and the Caribbean? The program is currently structured around 12 geographic areas. What are the pros and cons of this and other possible divisions?”

Is this too many? Is it better to concentrate limited resources in fewer countries?

There are several factors that have contributed to the selection of country and regional programs, including the 2002 Farm Bill, USAID’s Mission Strategic Objectives, FTF past experience in the region and/or country, level of funding in the agricultural sector, and security and stability within individual countries.

With operations in 39 countries, the FTF program is currently working in too many countries, given its current budget (approximately \$10 million a year and \$50 million over five years). This conclusion is grounded in the belief that to be successful, a country program needs sufficient resources to fund at least one full-time in-country senior coordinator and a full-time administrative and logistics assistant, in addition to a critical mass of volunteers and volunteer days per year. Unless FTF is likely to receive additional resources in the future, USAID should consider reducing the number of countries that it is willing to fund under the new RFA.

This conclusion is based on interviews with USAID staff, FTF implementers, field visits, and review of the FTF semi-annual and annual reports. Programs with few volunteers generally operate with part-time or no in-country staff; work through local partner institutions; serve a limited number of host institutions; and lack the necessary support systems for proper in-country volunteer management, follow-up with hosts, and program monitoring and evaluation. There are, of course, examples of individual assignments and country programs with limited volunteers that have been successful; this is not a repudiation of their past work. However, given that there are limited available resources for the FTF program worldwide, it makes more sense to spread these resources over fewer countries. USAID has already proactively reduced the number of countries by eliminating Senegal, Eritrea, and East Timor, countries that were included in the original awards.

The table in **Annex 4** lists the 42 countries approved for FTF assistance during the current program (FY2004 – FY2008). Most country programs are five-year efforts except for the NIS countries, which are currently four-year programs. The numbers presented, provided by USAID in September 2006, are the projected figures for each country and do not reflect the actual volunteers fielded.

There were 42 countries that were expected to receive assistance over FTF’s life of project:

- Six country programs were to receive 20 or fewer volunteers over the life of project (1 – 4 per year)
- Twelve countries were to receive 21 to 60 volunteers over the life of project (5 – 11 per year)
- Eighteen country programs were to receive 61 to 100 volunteers over the life of project (13 – 25 per year)
- Six country programs were to receive greater than 100 volunteers over the life of project (25 – 121 per year)

USAID could increase the FTF’s effectiveness by eliminating country programs expected to field fewer than 20 volunteers over the life of project (six under the current program) and giving priority to programs able to field more than 60 volunteers. But the Assessment Team does not necessarily believe that those countries that currently have only a handful of volunteer assignments per year or just part-time staff should automatically be the ones selected for consolidation. In fact, USAID may decide to expand certain country programs that currently have very few volunteers, or choose to add new countries in which the program currently does not operate. What we are recommending is that USAID implement the FTF program in the number of countries it can adequately support with full-time staff and a sufficient level of volunteer assistance.

Consolidating the program would have a positive impact:

- Countries selected for FTF implementation would have an appropriate level of volunteer assistance required to achieve impact.
- Selected countries would have adequate staff and resources and an appropriate level of volunteer assistance for proper program management, host selection, volunteer in-country management, and monitoring, evaluation, and reporting.
- USAID management units would be reduced, resulting in more efficient and effective FTF management and oversight.

Should the approach that was used to select countries for the current program be used again in the next RFA?

The USAID Request for Applications (RFA) Number M/OP-03-846, “John Ogonowski Farmer-to-Farmer (FTF) Program” requested separate proposals for six geographic regions: 1) Latin America, 2) the Caribbean Basin, 3) East Africa, 4) West Africa, 5) Southern Africa, and 6) Asia and the Near East. The RFA also provided a list of countries that could be considered in developing each of the regional programs, but left it to the Offeror to choose countries providing the greatest opportunity for the FTF program. The result was that some countries identified in the RFA were not included in the final program. Countries identified in the RFA were as follows:

Original List of Countries from 2003 FTF RFA*					
Latin America	Caribbean Basin	East Africa	West Africa	Southern Africa	Asia/Near East
Bolivia Ecuador El Salvador Guatemala Honduras Mexico Nicaragua ¹ Peru	Guyana Haiti Jamaica	Congo Eritrea Ethiopia Kenya Rwanda Tanzania Uganda	Ghana Guinea Mali Nigeria Senegal	Angola Malawi Mozambique South Africa Zambia Zimbabwe	Bangladesh East Timor India Indonesia Mongolia Nepal Philippines Sri Lanka Vietnam

*Countries selected for FTF assistance are in bold.

The RFA enabled the IPs to select the countries they wanted to work in. The FTF Manual, prepared in March 2005, comments on this process and offers advice to the IPs in how to choose countries to work with by providing “a useful checklist to guide selection of countries within a region.” The manual goes on to state, “the scoring criteria for project proposals and competition usually drive implementers towards working in as many countries of a region as funding allows. The result is a large number of country programs with relatively few volunteers per country.”¹ The assessment agrees with this analysis and recommends that in the next RFA USAID limit the number of countries in each region that are eligible for the FTF Program. USAID should also weigh whether to prescribe “core countries” that must be included as part of any future FTF regional program.

Recommendations:

The following recommendations relate to the next RFA and are not intended to be implemented during the current programs, expected to end in September 2008.

- USAID should provide adequate funding per country to ensure the presence of a qualified full-time senior in-

¹ Managing International Volunteer Programs, A Farmer-to-Farmer Program Manual, March 9, 2005, p. 18 - 19.

country project coordinator; a full-time in-country administrative assistant; and an adequate critical mass of volunteers to ensure impact of the program.

- Should the FTF program budget remain at approximately \$10 million per year, certain country programs should be eliminated, with the resources applied to fewer countries to ensure that each program has adequate resources for implementation.
- USAID should limit the number of countries eligible for FTF assistance per region and consider undertaking its own analysis to determine which countries should be selected for future FTF implementation. If USAID decides to conduct its own analysis, it should think critically about the process to use in making selections, the selection criteria, and how best to balance the agency's objectives of meeting need, achieving impact, and supporting and complementing other USAID projects and broader U.S. Government objectives. In addition, guidance provided in the new Farm Bill will need to be taken into consideration.

Should the large Russia program continue, or is there additional absorptive capacity in Congressional priority areas, currently Africa and the Caribbean?

The Assessment Team recommends that the Russia program be continued while reducing the total number of volunteers to be more comparable with the other regional programs. This would currently equate to approximately 70 volunteers per year or 280 volunteers over a four-year period. The resources saved from scaling back the FTF Russia program should be applied to other FTF programs, giving them more resources and hopefully enabling them to increase their total number of volunteers. There is considerable absorptive capacity in other regions, most notably in South/South Asia and Latin America, as discussed in subsequent sections (e.g., the Farm Bill).

The USAID/Russia Mission, which is very supportive of the Russia FTF program, strongly recommended to the Assessment Team that it continue beyond September 2007. Although USAID/Russia does not have an agricultural strategic objective, agriculture and agribusiness development is now a key component of its regional strategy, particularly as a focus of assistance to the North Caucasus and Russian Far East. USAID/Russia also indicated a willingness to explore a possible Mission buy-in and offered to seek collaboration between FTF and the USAID/Russia-funded Reverse Communities Connection Program, which sends groups from select Russian communities to the United States for targeted study tours. The FTF Russia program continues to support the development of the country's first private rural and agricultural finance system through the Rural Credit Cooperation Development Fund and its network of rural credit cooperatives. This initiative was initially started under the FTF program in the late 1990s and FTF volunteers still play a critical role in building the capacity of nascent rural credit cooperatives. The FTF Russia program, which focuses extensively on agribusiness development, has explored collaboration with larger successful Russian agribusinesses that could lead to interesting cost-sharing and other partnerships.

Other issues also need to be considered in determining the future of the Russia FTF Program. In Russia, the people-to-people and public diplomacy dimension of the FTF program cannot be understated. Originally launched in Russia in the early 1990s, the FTF Program continues to serve as a critical bridge of understanding between the American and Russian peoples. FTF is also unique in that it operates in rural communities and in the "Red Belt," where many residents still hold onto a Cold War impression of the United States. With many examples of FTF volunteers' forging strong relationships with their Russian counterparts, it is clear that the program has gone a long way toward creating greater understanding within both the Russian communities hosting volunteers and the communities of the American volunteers who come back and talk about their wonderful experiences.

Beyond people-to-people exchanges, FTF plays a critical role in building the institutions required for agricultural development and growth in Russia. A strong agricultural sector and food security is a key aspect of Russia's stability. Only six years ago the United States provided more than \$2 billion in food assistance to Russia in response to poor harvests and the country's financial crisis. The relatively small investment represented by the FTF program and other U.S. Government assistance programs that work to support the growth of Russia's agricultural sector and avoid similar situations in the future is well worth it. And Russia's economy and

agricultural sector are also not only important for Russia's stability, but contribute to the stability and economic growth of the entire region, as many of its neighbors still rely extensively on trade with Russia and access to its markets. Finally, Russia represents a growing market for U.S. agricultural commodities and food products, and continues to be a top market for U.S. poultry exports. The country's importance to U.S. agricultural interests is underscored by the active USDA Mission in Moscow.

While there are many reasons to continue implementing the FTF program in Russia, the Russia FTF program is by far the largest of all FTF country programs. USAID was correct in classifying Russia as a separate region, given that it spans nine time zones, with individual *oblasts* (states) that are the same size as many of the countries in which FTF operates. When the total number of volunteers during the life of project is compared to the total number of volunteers in other regions, Russia is still large, but comparable in size. Russia is projected to host 484 volunteers during the life of project; in comparison, Central Asia will host 502 volunteers, West NIS will host 316 volunteers, Latin America will host 326 volunteers, and Southern Africa will host 300 volunteers.

Recommendations:

The following recommendations are intended for the next round of the FTF program and should be considered when drafting the anticipated RFA.

- The FTF Russia program should continue, based on its excellent past performance; the support shown by USAID/Russia and volunteers interviewed; the importance of the U.S. Government's strategic relationship with Russia (public diplomacy considerations); and the importance of food security and the agricultural sector to Russia's political and social stability.
- The team recommends that the number of volunteers be reduced to approximately 70 per year (a number that could be increased if the USAID/Russia Mission were to buy into the program) and that creative approaches be explored for pairing Russian specialists with U.S. volunteers and for collaborating more directly with the burgeoning Russian private agribusiness sector.
- As highlighted above, there is additional absorptive capacity in other FTF countries, particularly those with only a handful of volunteers per year. The Assessment Team also believes there is considerable absorptive capacity in countries such as India, which could easily handle five times the number of volunteers currently fielded. The savings generated by the reduction in the number of volunteers for Russia should be used to increase the level of volunteers in other FTF program regions, particularly in Asia, Latin America, Africa, and the Caribbean Basin.

The program is currently structured around 12 geographic areas. What are the pros and cons of this and other possible divisions?

The Assessment Team believes that restructuring the FTF program around a pre-specified number of geographic regions has been a positive development on balance. It has eliminated redundancies and disputes over focus areas and hosts, and increased program cost effectiveness. It also streamlined USAID's management of the program by reducing the number of individual cooperative agreements and by identifying a single point of contact for program operations, monitoring and evaluation, and reporting for each region and country. The FTF implementers universally reported that the current configuration of one prime implementer per region was a significant improvement from the past, when in many instances more than one implementer was operating in the same region or country.

The current regional approach has had a positive managerial impact. The implementers typically have a senior manager in the region or at its headquarters office who oversees regional activities. This has helped standardize and facilitate project and financial management, M&E systems, and reporting. Due to cost constraints, many of the regional managers are no longer based in the region and this function is now handled by a senior manager in the implementer's HQ office. Should USAID decide to retain the regional structure of the program, the

Assessment Team recommends that consideration be given to funding a senior regional manager located in each region. This could be either an expatriate or a senior-level host country national. Winrock currently has this arrangement in Central Asia. ACIDI/VOCA used to have an expatriate regional project director in the Caucasus but this position was phased out due to budgetary constraints. ACIDI/VOCA currently has country directors for Armenia, Azerbaijan, and Georgia, who all report to a manager based in Washington, D.C. OICI has a similar structure in West Africa, with a regional manager based in Philadelphia for the four OICI FTF coordinators located in Nigeria, Mali, Guinea, and Ghana.

While the regional approach has resulted in program efficiencies, it has not generated the regional strategies and cross-country activities that may have been envisioned. Programs are designed for each country individually and rarely focus on regional issues of trade, policy reform, etc. There is little evidence, based on discussions with the IPs, field visits, and review of annual work plans, that individual country programs take into consideration the strategies of the other FTF country programs in their region when preparing their own country program strategy. In some cases, this can result in country programs in the same region working at cross purposes.

As discussed in the RFA section of the report, sometimes volunteers do travel to one country in a region for an assignment and then go to another country in the region for another assignment. However, these assignments are rarely related and simply focus on the same focus area or topic.

To answer the second question, the team identified three other options that USAID might want to consider when designing the new RFA. A review of the pros and cons of these options vis-à-vis the status quo option is provided below:

- **Status Quo:** Retain the current regional program breakdown with Latin America, the Caribbean, East Africa, Southern Africa, West Africa, Asia/Near East, Russia, West NIS, Caucasus, and Central Asia. The current approach works well and in many instances there are now USAID Regional Missions responsible for USAID operations in those regions (e.g., El Salvador in Central America, Almaty in Central Asia, Kiev in West NIS, etc.). While the regional approach has some drawbacks, the managerial advantages and cost efficiencies outlined above outweigh the disadvantages.
- **Status Quo Consolidated:** Retain regional programs but consolidate to fewer regions. This could be as extreme as a reduction to four regions – NIS, Africa, Asia/Near East, and Latin America and the Caribbean – or some variation of such a consolidation. This option assumes that no additional regions are added. The Assessment Team encourages USAID to consider expanding the program beyond the current regions and to consider countries in the Middle East and possibly additional locations in Asia. A consolidation of the regions would further reduce the number of cooperative agreements, reducing the management burden to USAID and consolidating regional and HQ resources under fewer regional programs, potentially generating additional cost savings. However, it is unlikely it would lead to programmatic benefits and would reduce the number of current implementing agencies.
- **Country Category Programs:** Using the new USAID Foreign Assistance Framework, design separate FTF programs according to the country categories of Rebuilding Countries, Developing Countries, Transforming Countries, Sustaining Partnership Countries, and Restrictive Countries. The argument for adopting such an approach is that the FTF program can operate in many different country contexts, but the type of program that will be needed will be different in each of these contexts. If this approach is adopted, countries would be grouped according to these country categories and a different approach designed for each category. This is a fairly radical concept and would eliminate the current regional approach. It also would be very complex to organize and manage, potentially increasing the management burden and cost of the program. A description of the country categories, the potential FTF approaches that could be implemented in different country contexts, and current FTF countries listed by country categories can be found in **Annex 5**.

- **Individual Country Programs:** Design separate FTF programs per selected country and issue individual cooperative agreements for each. Country program strategies, results frameworks, program indicators, and reporting requirements could then be agreed to for each country in which FTF is implemented. This would strengthen USAID’s “substantial involvement” over each country program but would also greatly increase USAID management units. It also may increase costs, as implementers may not be able to share HQ costs and build economies of scales across regions as they do currently.

Recommendations:

The following recommendations are intended for the next round of the FTF program and should be considered when drafting the anticipated RFA.

- The Assessment Team recommends that USAID continue with the status quo of issuing separate cooperative agreements per region, with one prime implementer responsible for each region. There is still some duplication in Southern Africa, with both Land O’Lakes and Florida A&M University (FAMU) implementing FTF in that region, so further consolidation is possible. Additional regions could also be combined to consolidate management units if desired, as described in the Status Quo Consolidated option. USAID may also decide to add regions currently not served by the program (e.g., the Middle East and parts of Asia). The number of cooperative agreements would then be determined by the number of regions selected by USAID for inclusion in the new RFA. The Assessment Team found significant advantages to the regional approach to warrant continuation of that approach, including streamlined management; shared HQ costs; standardized logistical, administrative, and M&E systems; and implementer knowledge of the environment and region.
- USAID should consider expanding the program to the Middle East and other countries in Asia. As has been seen in Russia and the NIS, there is a public diplomacy dimension to FTF that would fit well with the U.S. Government’s efforts to improve cultural relations between the United States and Muslim countries. FTF would be an ideal program to contribute to this effort through improved cross-cultural understanding and increased economic opportunities for agricultural stakeholders in such countries as Egypt, Jordan, Lebanon, the Philippines, and others.

STRATEGIC CONSIDERATIONS

As a result of the 2003 FTF Evaluation, the 2003 FTF RFA stressed the need for the new program “to strengthen the overall analytical framework and methodology for achieving more sector-focused impact (specific agricultural commodity chains or agricultural support services such as credit input supply technologies advisory services) impact.” The Assessment Team analyzed whether the new strategic and target sector approach had been effective, and explored whether other mechanisms exist that could be used to increase the economic impact of a program that exclusively offers short-term volunteer assistance.

To what extent do the implementer’s strategies and work plans reflect an understanding of and connection to the plans and opportunities of the country, the region surrounding the country, and the plans of other donors and private investors?

At USAID’s request and direction, the implementers’ work plans do reflect a good understanding of the opportunities present within each of the countries, their agricultural sectors, and the plans of USAID and other donors. In many instances the IPs have implemented FTF or other programs in their region for several years and can apply lessons learned to the development of strategies and work plans. As required in the 2003 RFA, the IPs outlined a detailed approach for each country in their original proposals. This process continues each year with the submission of the annual work plan.

In instances where the strategic approach and justification for certain focus areas have been ill-defined or unclear

in the work plan, USAID FTF staff have addressed these questions directly with the IP staff and have sought further clarification and/or analysis from the IP prior to approving the annual work plan.

USAID FTF managers also have required that the IPs align their programs with USAID's Mission and/or regional objectives. The implementers identify niche opportunities for FTF in their respective countries that are in alignment with USAID's in-country objectives. The IP staff also has a good understanding of other donor strategies and in many instances collaborates with relevant non-USAID donor programs. While this is generally the case, there is room for greater cooperation and coordination at the USAID Mission level. (Further discussion of this issue is found in **Component B: Implementing Issues – Program Alignment with Mission Objectives.**)

While the program is structured along regional lines, the IPs do not appear to have coordinated regional strategies, and few IPs address regional constraints or take advantage of regional opportunities (e.g., regional trade). While the program currently works with private investors on a limited basis, this is an area that could be expanded in the future and is addressed in the **Maximizing the Impact of the Private Sector** section of the report.

The IPs tie their strategies and annual work plans to specific strategic objectives (SOs) in USAID country and regional strategies, but the extent to which FTF collaborates with and supports other Mission activities varies considerably by region and country. Thus, the FTF program has by design been connected to USAID's in-country priorities in most instances. However, USAID's regional and country strategies and plans change and timeframes often do not mesh perfectly with those of FTF, so there may well be periods in which the FTF program strategy and the USAID country strategy are out of sync.

There is considerable flexibility and opportunity for IPs to define strategies that reflect their understanding of FTF's comparative advantages as well as conditions in a given country. The extent to which IPs creatively exploit this flexibility varies considerably, depending in large part on the experience of headquarters and field staff, the degree to which IPs decentralize country strategy decision making, and the facilitation and encouragement of USAID FTF management. El Salvador is an example of a program that enjoys and creatively exploits flexibility. Staff makes adjustments, more, it seems, as a result of field staff perceptions of actual problems and opportunities than in response to shifts in USAID strategies and plans. In contrast, FTF programs in Eastern and Southern Africa seem more reluctant to make adjustments, even in the face of limited progress (e.g., horticulture in Uganda, maize in Kenya) or reaching the saturation level for volunteers in particular subsectors (e.g., dairy in Zambia).

FTF field managers are understandably influenced by their own professional backgrounds and networks. There is nothing wrong with this tendency, which seems to contribute to the degree of success achieved by volunteers in specific focus areas. However, the tendency needs to be considered when engaging country managers to ensure that the scope of connections is not too narrow. Country managers need to be open to new opportunities as well as to the possible need to phase down involvement in focus areas where perhaps they have good connections but where results have been less than ideal.

How does a program's ability to leverage existing USAID or other donor programs impact their decision on the focus areas selected? To what extent do implementers define a realistic niche for FTF among a country's opportunities and the programs of the governments and donors?

The IPs collaborate with a wide range of USAID, other donor, and host government programs (see the box on the next page for examples) as a way to enhance the impact of their programs. These decisions to collaborate have been based on the knowledge that USAID or another donor has designed the program to address a key constraint or opportunity; the ability to share resources of larger programs; access to quality host institutions with a willingness to change; in-country administrative and logistical support from the partner programs; and support in gathering monitoring and evaluation impact data. Since FTF only fields short-term volunteer specialists, partnering with other USAID or donor programs makes sense in terms of marshaling more resources and expanding program outreach and impact. Collaborating and partnering with other organizations and projects also becomes more important in poorer countries, where there tend to be fewer and weaker host institutions.

Examples of FTF Collaboration

- FTF Georgia collaboration with the ACDI/VOCA AgVantage program
- FTF Russia support for the Russian-American Lending Program in Support of Rural Credit Cooperatives
- OICI West Africa support for USAID Food for Peace activities managed by OICI and ADRA
- FTF El Salvador support for TechnoServe's Dairy Program (USAID), Frutales, World Vision, and Intervida (Spanish)
- FTF Zambia's accommodation of a large USAID dairy initiative
- FTF Ukraine collaboration with USAID Access to Credit, Agricultural Marketing, and Agriculture Policy Project

While examples exist of local USAID Missions' asking FTF to support existing USAID programs, there are also cases where the local Mission prefers FTF to work in focus areas unrelated to long-term USAID agricultural program(s). There is a recent example from Honduras, where, after discussions with the Mission, Winrock agreed to change one of its focus areas. The FTF Honduras program had been working in horticulture, but when the resources available for horticultural work increased dramatically as a result of a new MCC-funded project, a decision was made that FTF resources would probably add more value if used elsewhere. The bottom line is that FTF program managers are very aware of the existence of other USAID and donor programs and do seek to collaborate with them when possible.

There is further discussion on effective FTF approaches in the **Expanding Potential Impact** section of the report.

After defining a Focus Area through their strategy development, the implementer must still select partners and hosts. To what extent and with what success are FTF programs using a form of cost/benefit analysis to help them select among possible local partners, host, and assignments? Is this the best approach to maximizing impact? Can the team suggest another?

There are two issues here, selecting hosts and selecting activities, both of which are important. For volunteer assignments to be successful, IPs need to identify good hosts for the volunteers to work with and results-oriented activities for them to complete.

The importance of selecting a good host cannot be understated, and the IPs do a good job of assessing potential partner level of commitment, propensity for change, and capacity to implement volunteer recommendations. Most IPs have a standard approach to host selection; they recognize that every assignment is a precious resource and every effort is made to put each volunteer in a position to maximize the chance of success. Many IPs believe that the selection of partners and hosts is just as important as the selection of the appropriate focus area, and the Assessment Team agrees. The hosts must be innovators that will readily adopt recommendations and take risks in trying new approaches. Several of the IPs stated that numbers alone cannot tell whether you have identified the right partner and whether it is worth fielding a volunteer to assist the host. There is a personal element that must be factored into the equation. Many of the IPs have staff that have been working with FTF for a number of years and/or have experience in the region or country in which they are implementing. All the IPs indicated that it is essential to meet face-to-face with partners and hosts before selecting them for participation into the FTF program. All had examples of hosts or partners that looked good on paper, but fared less well in face-to-face discussions, where it became apparent they would not be good hosts after all. There were other examples of excellent organization with all of the attributes of a good host, but which would not have been selected for program participation had only the numbers been considered.

Representative Host Selection Criteria Presented by IPs to the Assessment Team

- Companies or organizations with well-defined objectives, and, if possible, with Vision, Mission, and strategic plan, or at least an interest in developing them
- Market and economic growth orientation:
 - Is there a market for the products or services being offered?
 - Are these products or services currently offered in the market?
 - What is the medium- to long-term outlook for the market?
 - Does the host intend to grow as a profitable business or is it satisfied with income generation, subsistence, or break-in results?
- Openness to sharing estimated financial information
- Competent personnel to fulfill and provide continuity and follow up for volunteer recommendations
- Commitment to follow up and discussion of information after assignments
- Openness to change
- Strong leadership
- Good references, with no involvement in unsavory activities

Identification of good activities for volunteer assignments is also essential for impact. Many of the IPs use a form of cost/benefit analysis when selecting assignments. These approaches range from informal discussions with the host about potential costs and benefits of an assignment to sophisticated partial budget analysis, as conducted by Winrock in Guatemala. Concurrent to the Assessment Team's work, USAID contracted an economist to develop a simple cost/benefit tool that IPs could use when conducting host selection and scope of work design. Therefore, the Assessment Team did not believe it was prudent to offer an additional cost/benefit option. It is our understanding that the consultant contracted to develop the tool will attend the Implementers Meeting in February 2007. This will be a good opportunity for the IPs to learn more about the tool and discuss how it may be implemented in their specific country contexts. The conference will also be a chance for country managers, other IP staff, and USAID to exchange other ideas and information on approaches to selecting hosts and assignments.

Characteristics of an Effective FTF Country Manager

The background, skills, experience, and qualifications of the in-country FTF country manager are a critical success factor for the FTF program. The Assessment Team was unable to evaluate the performance of each of the country managers since the team only traveled to a handful of country programs. However, we were impressed with the capacity of the country staff that we did meet. The country manager position is important because these individuals have tremendous influence in determining the program's strategic direction; identifying and selecting appropriate host institutions; drafting quality results-oriented scopes of work; selecting proposed volunteers qualified for the assignments; managing volunteers while in-country; ensuring logistics are organized efficiently; and performing assignment follow up and monitoring and evaluation. This is a large and sometimes complex job and requires unique individuals with strong technical skills, good contacts within the agribusiness community, good interpersonal skills, and project management experience.

Given the critical role of the country managers, USAID should classify this position for each country as key personnel. It is the Assessment Team's understanding that in the majority of the cooperative agreements the country manager is delineated as key personnel. This practice should be continued in the future RFA and in cooperative agreements. By classifying the position as key personnel, USAID will retain the right to approve any replacement country managers, ensuring they meet minimum qualifications established for the position. USAID should also continue to require the IPs to justify the proposed candidate, including a write up demonstrating why the individual is a good fit for the country program.

The Assessment Team suggests the following qualifications for the country manager position:

- A mid- to senior-level professional with a minimum of 10 years of experience in international development, agriculture, agribusiness, or related field.

- Specific experience or knowledge of at least one of the country programs focus areas. Strong contacts with local institutions, other relevant donors, and government officials (if applicable). It is preferable that the country manager have broader experience, not simply experience in one focus area, as a limited perspective may make it more difficult to change focus areas later or to recognize when a focus area is not producing the intended results
- Strong interpersonal skills.
- The ability and willingness to properly support the volunteers and the host, both technically and administratively.
- Self motivation, entrepreneurial spirit, and ability to work independently. Most FTF country managers operate with limited staff and resources. The country manager must be able to function well under those circumstances and be able to make decisions and implement the program with limited in-country supervision.
- Good communication skills, including the ability to speak and write well in English.
- Private sector experience is preferred. A keen understanding of private business, what motivates entrepreneurs and enterprises, how businesses make decisions (and adopt change), and how they operate.
- An advanced degree in agriculture, agribusiness, business administration, or related field.

Recommendations:

The following recommendations are intended for consideration during the current phase of the FTF program.

- IPs should continue to align their regional and country strategies with the overall objectives of the FTF program and Mission strategies. In addition to developing annual workplans with USAID's FTF managers, the IPs should continue to seek input from the USAID Missions when possible. USAID FTF and the IPs should jointly support a more active dialogue with the Missions so that the process is less passive and involves greater participation of USAID Mission personnel.
- The pros of collaborating with long-term USAID or other donor programs outweigh the cons, so FTF should continue to seek opportunities for collaboration.
- Proper partner and host selection is critical to the success of the FTF program. The Assessment Team suggests that the new tool commissioned by USAID be examined and that the IPs assess its appropriateness within their individual region and/or country context. This tool may be a good approach to further enhancing host selection and assignment design. After pilot testing the tool, USAID should review the results and determine if it is appropriate for the next RFA.

The following recommendation is intended for the next round of the FTF program and should be considered when drafting the anticipated RFA.

- Country managers should be delineated as key personnel in any future cooperative agreements. This will ensure that USAID is properly consulted on any changes in the country manager position and that any new candidates possess the skills and experience appropriate for the job.

THE RFAs

The RFA issued by USAID in 2003 adhered to the 2002 Farm Bill legislation, applied recommendations from the 2003 FTF Evaluation, and consolidated each regional program under a single prime recipient in each of the eight regions competed. The NIS program had already been consolidated, with one prime recipient in each of the four NIS regions (Russia, West NIS, Caucasus, and Central Asia). As stated in the Geographic Spread section of the report, the team has concluded that the program's consolidation has resulted in economies of scale, cost savings, improved coordination, better program management, and greater program focus. However, the regional approach has not resulted in coordinated regional strategies and greater impact.

The globe was divided up into eight RFAs. How satisfied are the current partners with this division of labor?

The FTF implementers universally felt that the current configuration of one prime implementer per region was a significant improvement from the past, when more than one implementer often operated in the same region and/or countries. This has eliminated redundancies and disputes over focus areas and hosts and increased program cost effectiveness. It also streamlined USAID management of the program by reducing the number individual cooperative agreements and by identifying a single point of contact for program operations, monitoring and evaluation, and reporting for each region and country. The implementers also liked the fact that they are generally assured that, if the right opportunity arises, they can expand their program to other countries not currently served by FTF but classified as within their region.

Clearly not everyone was happy with the current configuration of prime cooperative agreements. As with any procurement that reduces management units (e.g., number of awards) there were winners and losers. Some traditional implementers received less funding than in the past and others were disappointed that they had to leave a region in which they had operated for years. This was further compounded by USAID's effort to expand the involvement of new organizations through the set aside and encouragement of MSI participation. Several implementers commented that they were put in a difficult situation when asked to mentor the MSIs that now compete directly against them for prime cooperative agreements at the same time the pie is shrinking.

The implementers interviewed expressed overall satisfaction with the regional structure and expressed support for continuation of this model.

How should the program be structured in order to balance efficiencies of operation with permitting smaller organizations to win a cooperative agreement?

As stated in the Geographic Spread section, the Assessment Team recommends that USAID retain the status quo and organize the new RFA by regions. The regional approach has resulted in efficiency of operations and cost savings. As seen previously with new implementing organizations, any new and/or smaller organizations considered as prime implementers will need to have the right skills and experience to ensure the program is properly managed from the very beginning, as well as the ability to obtain the results anticipated over the life of the cooperative agreement. Past relevant experience and past performance should be key evaluation factors in a new RFA. Any organization awarded an agreement for the FTF program should have the following qualifications:

- Past experience in recruiting and fielding short-term volunteers overseas in an economic development context
- Past experience in completing agribusiness and/or agricultural related work in the region or in a similar development context
- Capacity to rapidly establish the infrastructure necessary for *rapid* project start up, focus area selection, host identification, scope of work development, volunteer recruitment, volunteer in-country management, and monitoring and evaluation

Do the benefits of having so many management units outweigh the costs, from the perspectives of both the partners and USAID? For example, to what extent has this led to efficiencies of planning, monitoring, management, and placing of volunteers in multiple countries during one trip abroad?

In the Geographic Spread section of the report, the Assessment Team outlined four options for USAID to consider for the future structure of the FTF program. The team recommended the retention of the status quo – which organizes the program along regional lines – while suggesting that USAID consider consolidating the current number of regions. This could take many different forms, including consolidating the NIS into one or two regions, consolidating Africa from five separate cooperative agreements to two or three agreements, etc. We based our recommendation largely on the efficiencies that the regional structure has generated. The team does not have enough information to conclude whether a consolidation would further increase efficiencies.

There are instances when volunteers perform assignments in multiple countries during the same trip (e.g., a volunteer completes an assignment in Nigeria and then goes directly to Ghana to complete a second assignment, or travels to Georgia and then continues on to Azerbaijan for a second assignment). The Assessment Team has determined that, in most instances, such “piggyback” assignments are generally scheduled for convenience and as a cost-saving measure and rarely are related to regional trade or other linkages.

Recommendation:

The following recommendation is intended for the next round of the FTF program and should be considered when drafting the anticipated RFA.

- The Assessment Team recommends that USAID continue with the arrangement of issuing separate cooperative agreements per region, with one prime implementer responsible for each region. A further consolidation of the regions may be warranted to reduce USAID’s management requirements and potentially further increase efficiencies. Should there be an additional consolidation, USAID should expect and welcome teaming relationships between the current IPs. While small organization participation should continue to be encouraged, USAID should ensure that any small or new organization selected as a prime IP has the necessary volunteer management experience; regional and technical knowledge; and infrastructure required to properly launch and implement the program.

THE FARM BILL

The 2002 U.S. Farm Bill re-authorized the John Ogonowski Farmer-to-Farmer Program “to further assist developing countries, middle-income countries, emerging markets, sub-Saharan Africa countries, and Caribbean Basin countries to increase farm production and farmer incomes.” The program was designed to assist such countries in increasing food production and distribution; improving the effectiveness of the farming and marketing operations of agricultural producers; improving agricultural and agribusiness operations and agricultural systems; and strengthening cooperatives and other agricultural groups in those countries.

A review of the FY 2005 FTF Annual Report, interviews with USAID and the FTF implementers, and visits to select programs led to the team’s conclusion that the current FTF program adheres to the spirit of the 2002 Farm Bill.

The 2002 Farm Bill language encourages FTF emphasis on Africa and the Caribbean Basin. These regions generally have poor infrastructure, poor access to human capital, poor credit and input markets, poor output markets and a difficult policy environment and perhaps recent physical conflict. Have FTF partners developed different strategies to take into account the different environment? Have they been successful?

FTF operations in Africa and the Caribbean Basin are faced with unique challenges, as outlined in the question posed to the Assessment Team. Principal among these challenges are the lack of strong local institutions working in and supporting the agricultural sector; small and poorly developed internal markets; an underdeveloped legal and regulatory framework; and in some locations instability and physical conflict.

Some observers take a homogeneous view and believe that the same FTF program approaches will work regardless of the country or regional context, given that assistance always delivered in the same way, i.e., through short-term volunteers. The reality is that while all FTF country programs provide volunteer assistance, the approaches used vary considerably, which is logical given the considerable differences that in terms of local challenges and opportunities. It cannot be overstated that the program faces challenges that are more profound in certain locales, particularly in Africa. Therefore, different approaches and, in some instances, different objectives and performance measures of success are required.

The 2002 Farm Bill outlined four separate goals for the FTF program in sub-Saharan African and the Caribbean Basin.²

1. To expand small agricultural operation into agribusiness enterprises by increasing access to credit for agricultural producers
2. To provide training to agricultural producers that will enhance local food security and help mitigate and alleviate hunger
3. To provide training to agricultural producers to encourage participants to share and pass on to other producers in the home communities of the participants, the information and skills obtained, rather than merely retaining the information and skills for the personal enrichment of the participants
4. To maximize the number of beneficiaries of the program

All of the current sub-Saharan Africa and the Caribbean Basin FTF programs are implemented within the spirit of the legislation. There is ample evidence to suggest that the IPs took the legislation and the Presidential Initiative to End Hunger in Africa (IEA) into consideration when developing their proposals for USAID.

- The project goal of Opportunities Industrialization Centers International (OICI) in West Africa “is to raise productivity and promote entrepreneurship to reduce hunger in Africa by building sustainable partnerships.”
- The goal of the Virginia State University (VSU) program in Ethiopia is “to improve the livelihood of farmers, pastoralists, and rural entrepreneurs in Ethiopia through the strategic provision of technical assistance.” The objectives include: (1) facilitate capacity building of local cooperative extension services; (2) augment and improve the continuity of programs addressing watershed management, agricultural cooperatives, and rural micro-enterprises; and (3) reduce food insecurity by addressing the diversification of rural household income, the availability of economic opportunities for vulnerable groups, including women.
- ACDI/VOCA’s program goal in East Africa is “to encourage economic, institutional, and human capacity development in the agricultural sector, enabling farmers to increase earnings and build household wealth.”
- FAMU focuses in South Africa on maximizing economic impact, linking farmers to markets, and targeting assistance to actual producers.

² It does not appear that USAID received the additional \$10 million annually for the Africa and the Caribbean Basin authorized to be appropriated in the Farm Bill. Therefore, the separate goals and objectives for sub-Saharan African and the Caribbean Basin may not be valid without the resources to support them.

- Land O’ Lakes Southern Africa program focuses on “supporting agribusiness linkage that deepens financial services to farmer groups with an emphasis on sound financial practices and sustainability.”
- Partners of the Americas’ strategy in the Caribbean “is market and trade led, and approaches producers and their organizations as agricultural enterprises, encouraging and building their entrepreneurial skills to respond to a more demanding marketplace.” Partners’ program includes a market-led framework; capacity building and business skills development; SME producers and entrepreneurs; and accessing and building networks and linkages.

The strategies differ, which makes sense as each of the countries and regions pose different challenges and present different opportunities. While these two regions generally must contend with poor infrastructure, inadequate access to human capital, underdeveloped credit and input markets, poor output markets, and difficult policy environments – and perhaps recent physical conflict – each country is different and requires a tailored approach. The IPs were encouraged to analyze the situation when preparing their proposals and offered to USAID what they believed was a valid strategy, goal, and objectives for each country, along with a plan to achieve those goals and objectives. Therefore, in South Africa both Land O’ Lakes and FAMU focus on market linkages, while OICI (West Africa) and VSU (Ethiopia) are more focused on food security and income-generating activities. There are even inherent differences within the regions, with OICI transitioning to agribusiness development in Ghana but not in Guinea, where agribusiness opportunities are less prevalent.

The Assessment Team focused on three key challenges confronting the FTF Programs in Africa and the Caribbean and how the challenges affect program implementation,. The team investigated interesting approaches being implemented, lessons that have been learned, and recommendations for the future.

Weak Local Institutions

Characteristics of a “Good” Host

- Market-oriented institution in a growing market
- Potential for financial viability
- Capacity to adequately support the volunteer assignment
- Commitment and capacity to change (adopt volunteer recommendations)

The FTF program works at its best when a qualified volunteer is paired with a capable market-oriented, growth-minded host institution, be it an association, cooperative, agribusiness, agricultural financial institution, or individual farmer. During interviews, the Assessment Team repeatedly heard that the selection of the host institution is a key ingredient in a successful assignment and plays a critical role in achieving impact. While each of the FTF programs is confronted with the challenge of finding the “right” host institutions, it was apparent that the challenges faced in Africa are more acute than in the other regions in which the program operates. There is simply a lack of good local institutions in Africa that meet the minimum criteria established by each of the IPs. That is not to suggest that

good host institutions do not exist, because they do, but IPs operating in Africa have a smaller pool of potential host institutions with which to work. While this is a constraint, many of the IPs are implementing interesting approaches to address the problem.

Approaches:

Partnering with International NGOs: Due to the lack of strong local institutions, many of the IPs operating in Africa are strategically partnered with other development programs and international NGOs operating in the agricultural sector. This is an approach that is also being used in the Caribbean and Latin America, where lack of good local institutions is also a constraint. In these situations many of the IPs have found it useful to work through other development organizations that have an established presence, greater resources, and linkages with communities, farmers, and other agriculture-related institutions. In addition to partnering with other development organizations, several of the IPs have partnered with their own organization. In Ghana, for example, OICI is partnering with OICI-Enhance Project in the Northern and Brong-Ahafo Regions (based in Tamale) through which OICI supported vulnerable communities engaged in agricultural production. While it is only natural for IPs to collaborate and coordinate with other USAID and development programs in-country, it is just as common for

IPs in Africa and the Caribbean Basin to partner with other international development organizations. In Ghana, OICI is also partnering with Adventist Development & Relief Agency (ADRA) in the area of tree crops, working to address the specific problem of why trees are not fruiting. Land O' Lakes is partnering with CRS, CLUSA, and ACDI/VOCA in Angola, and with CLUSA, Technoserv, World Vision, and Africare in Mozambique. In El Salvador, Winrock's program is almost exclusively administered in conjunction with partners, including the International Institute for Cooperation in Agriculture (IICA), Technoserv, World Vision, and Intervida.

There are both pros and cons to this approach, but after visiting the programs in Ghana, Guinea, El Salvador, Uganda, and Zambia, the Assessment Team has concluded that this is an effective approach that creatively addresses the lack of strong local partners in Africa and the Caribbean Basin. There are many *advantages* to this approach. The partner institution generally has a larger infrastructure than FTF in-country and FTF can leverage those resources both technically and financially. The volunteer is fielded as part of a larger initiative, which gives the volunteer access to those resources and increases the probability that the volunteer's recommendations will be adopted and that the activity will be sustainable. These partner relationships also give FTF greater outreach (a larger number of direct and indirect beneficiaries receiving assistance). The Assessment Team also found that these FTF partners typically monitor program progress and collect impact data, providing this information to their FTF counterpart to be used for FTF program reporting. This reduces the M&E burden on the FTF implementer while providing the IP with good impact reporting data.

While there are many advantages to this approach, there are also some *disadvantages*. By working through other partners with vastly greater resources than FTF, the IPs run the risk of losing their own identity in-country. By only supporting other international partners, FTF needs to guard against diluting its own purpose and strategy, and not simply working with these institutions because it is easier, but working with them because it makes strategic sense based on their own country strategy and objectives. There is some concern that the international partners could fund their own international specialists to address similar issues, but have simply used FTF as a cost-saving measure. The Assessment Team did look into this issue and found that while some groups did say they could have funded and fielded their own international specialists, most stated that their budgets were tight and only allowed for the provision of local technical assistance. While it is positive that the IPs can rely on their partners to supply M&E information, there is the challenge of how to attribute FTF's contribution to the results achieved. A further consideration is that international NGOs commonly implement donor-supported projects with defined timeframes (often no more than five years). A serious change or termination of a partner project could effectively leave an FTF focus stranded, without the complementary support that had provided the focus area strategy with critical underpinnings.

Establishing and Building Capacity of New and Existing Local Organizations: While the IPs do partner with international development organizations, they are also many examples of IPs operating in Africa and the Caribbean Basin that are building the capacity of local institutions. This is a positive sign and should continue to be encouraged by USAID. The Assessment Team read about and witnessed first hand many of these assignments, which demonstrate that IPs are actively seeking and want to work with strong local institutions when available. In Ghana, for example, OICI has provided assistance to Bemcom, a local NGO in Techiman, which supports local area farmers through the production and sale of mushroom spores, raising of small animals, and business training. Although the mushroom production operation is growing rapidly, there are still a number of constraints, including a lack of access to electricity at the site and marketing weaknesses. While Bemcom represents a good local partner, OICI's assistance to the Bamboo and Rattan Development Programme (BARADEP) in Ghana underscores the challenges of working with local partners and the tenuous nature of these institutions.

BARADEP was organized as a local NGO with participation from the Ministry of Agriculture, private sector firms, and individuals interested in commercial bamboo production in Ghana. It undertook to obtain new varieties of bamboo and test them in Ghana to determine varieties with the greatest potential. The Assessment Team met with the woman who was the inspiration behind establishing BARADEP and was impressed with her enthusiasm and dedication. She recently decided to leave the organization and start her own bamboo processing and

handicraft business. BARADEP has floundered since her departure and it is unclear whether it will survive as an institution.

Given the lack of institutions, several IPs have also supported the establishment of local institutions, typically associations and cooperatives. This is a challenging undertaking, given the limited resources of the FTF program, and requires real dedication and support on the part of the FTF program staff, in addition to the provision of short-term volunteer assistance; clearly, the IPs could benefit from sharing lessons learned on the topic. The Assessment Team was pleased to learn that this issue was on the agenda of the recent FTF Implementers Meeting that took place in February 2007.

The Assessment Team encourages greater dialogue on this issue to identify how volunteer assistance can best be applied to support new and nascent institutions. The IPs need to learn from previous experience in Africa rather than attempting to reinvent the wheel. One principle concern is whether FTF can establish or build the capacity of local institutions by itself. This is an area where partnering with other development programs or international NGOs makes sense, given the opportunities to leverage experience, resources, and skills.

Surmounting the High Cost of Production in Africa

Africa has relatively high costs of production, with the exception of traditional exports which are mainly primary products; this is especially true in the case of items that require local processing and manufacturing. Labor productivity in Africa tends to be low and generally lacking in the skills necessary to compete effectively on world markets – and the gaps are growing.

USAID and the IPs have worked hard over the last two years to develop strategies and approaches that recognize these constraints while identifying areas of opportunity for FTF to better support areas of comparative advantage, including value-added production and processing and non-traditional products.

Training Extension Agents and Local Community Development Officers:

Several of the IPs directly support individual rural communities that depend on agriculture as their main source of income. These assignments typically focus on improved production practices, post-harvest handling, alternative crops, and alternative income generating activities (e.g., beekeeping). Typically these assignments are carried out in conjunction with other international partners implementing food for peace and other food security programs. While it is admirable that the IPs want to support these individual communities, the Assessment Team would discourage the conduct of one-off assignments with just one or two communities. Several of the IPs have developed approaches that generate greater outreach in working with communities. One approach is to have the volunteer train the NGO community development officers – that is, international NGO coordinators assigned to support individual communities and local extension agents as part of their assignment. Typically CDOs and/or extension agents will travel with the volunteer to participate in the assignment to see first hand the assistance the volunteer is providing. In addition, the volunteer will conduct a training seminar for the CDOs and/or the extension agents

on the relevant topic. The assignment is structured to provide direct assistance to those communities serving as host institutions while building the capacity of local experts who will assist multiple communities with the same issue. Yet FTF should be cognizant of whether the CDOs being trained work with, or for, local partners that are more or less permanent so as to provide the CDOs with institutional homes and adequate support. A good example is how FTF supports the World Bank National Agricultural Advisory Services (NAADS) project in Uganda. FTF is assisting NAADS in strengthening local service providers to improve delivery of extension, input supply, and various post-harvest services. This is a model that should be looked into more closely to determine if it can be replicated in other countries.

Small and Poorly Developed Internal Markets

Efforts to assist small farmers in increasing agricultural production quickly run into problems in many African countries, as these farmers find it difficult to market surplus production, especially food stuffs. Demand in local markets is limited: additional production can easily depress prices and reduce or eliminate profitability. Demand in larger cities can also be limited due to the large number of poor people, as well as the poor condition of roads

and ill-developed internal market structures. These factors all contribute to the cost of getting local products to markets, making it difficult in many cases for local producers to compete with imports. Limited demand also constrains the development of local processing and manufacturing. Weaknesses in the legal and regulatory environment and the problematic macroeconomic situation in many countries exacerbate such problems – all factors that FTF is not equipped to address.

Approaches:

Targeted Focus Areas: The focus area approach, which was first initiated in the NIS and then expanded to the Worldwide Program in 2004, has helped FTF to better identify its niche in Africa and begin the process of moving FTF assistance into areas with greater anticipated returns and impact. This approach has somewhat increased IP emphasis on linking products to markets (including export markets), value-added processing, and higher value non-traditional products. However, there is still considerable emphasis on supporting improved agricultural production practices. USAID and the IPs recognize the need to continue the trend toward market linkages and value-added production. Common focus areas include dairy, maize, non-traditional products, agricultural service and institutional development, and farm diversification. The situation in the Caribbean and Latin America is similar, with an emphasis on horticulture, dairy, tree crops, and high-value products. The Assessment Final Report addresses the issue of focus areas extensively in the **Focus Area section** and has concluded that the focus area approach has been a net positive for the FTF program and should be continued in the future.

Value-Added Products and Higher Value Markets: The IPs operating in Africa are not only more focused in their provision of assistance, but have begun to address a broader range of market issues beyond improvements in production and post-harvest handling techniques and practices. A good illustration is the Land O’Lakes program in Southern Africa. The Land O’ Lakes strategy focuses on improving market linkages in Angola; addressing constraints in the cashew and vegetable value chains in Mozambique; and improving support for emerging farmer access to markets in Southern Africa. Building on this approach, Land O’ Lakes has requested the go-ahead to expand its narrowly defined “dairy development” focus area in Zambia and Malawi to include “improving agribusiness access to commercial markets through improved market linkages, access to capital, and business skills development.” A good example of how the IPs are moving up the value chain is Land O’ Lakes’ plans to advise Shoprite stores on produce ripening and handling, procurement, and store management practices. OICI also plans to target a greater share of assistance to agribusinesses in Ghana, including food processors, and has undertaken a review of existing enterprises and their assistance needs. While there are efforts to focus more on value-added products and higher value markets, there are countries with current FTF programs where this strategy will be extremely difficult to implement. This is particularly true for a country like Guinea, where value-added production and processing is virtually non-existent. In these environments, an emphasis on higher value horticultural products, improved post-harvest handling and storage techniques, and growing for local markets are still probably the most applicable.

Instability and Security

Regional instability has disrupted FTF operations in several countries over the past two years. For example, the fielding of volunteers to both Nigeria and Guinea has been suspended (sometimes for several months) over the past year due to political unrest and national strikes. It should be noted that Africa is not the only region to experience instability, as security concerns have also been of concern in Bangladesh, Sri Lanka, and the Russian North Caucasus region. The Assessment Team was impressed that the IPs and USAID universally cited the safety and security of volunteers as paramount over all other objectives. It was noted that volunteer programs are different from other development activities in that the assistance providers are not typically seasoned international development professionals used to such environments, but rather individuals with sometimes limited international experience who are gracious enough to volunteer their time to assist FTF partner and host institutions.

Approaches:

USAID and the IPs do a good job of monitoring the on-the-ground situation in countries and taking a cautious approach when problematic situations arise. Work stoppages can be very disruptive and no one takes them lightly, but they have sometimes been necessary. When these situations do occur, the IPs have shown flexibility in planning assignments and in diverting volunteers as necessary and appropriate to other countries or locations to complete similar assignments where the situation is more secure. FTF implementation in these environments can be difficult, not only because more of a burden is placed on the IP to ensure that volunteers and staff are safe, but also due to the difficulty of conducting long-term planning and addressing market linkage constraints in an unstable environment. The agency's experience in insecure environments should give USAID pause before committing FTF resources to conflict and post-conflict countries.

Are we asking too much of the implementers that work in the lowest income countries?

The IPs that work in the lowest income countries welcome the challenge of working in those countries, as they see them as places as where the need is greatest. USAID itself implements wide-ranging programs in low-income countries; in many instances USAID Missions implement comprehensive food security, poverty reduction, and agriculture and agribusiness development programs to address goals and objectives similar to FTF. So it is not a question of whether FTF should be working in lower income countries; rather, it is a question of expectations for the program in those countries. The challenge with a one-size-fits-all approach is that each regional and country program is expected to implement similar activities and generate similar results. This approach fails to recognize that the enabling environment, human capacity, and resources vary greatly within different country contexts. In Africa the illiteracy rate is high, most agriculture is carried out on small plots, and it is hard to find translators that know local dialects and have a good working knowledge of agricultural terms; in addition, there is a high level of corruption. Another critical factor is the lack of agricultural institutions and the deficient capacity of the institutions that exist, as discussed in the previous section. These are factors that make operating in Africa different than in middle-income countries. This makes it essential that the IPs locate and collaborate with strong local partners and host institutions. So, while in the lowest income countries good assignments can and are developed with good results, the overall impact at a sectoral or value-chain level may not be as possible as in countries such as Russia, Ukraine, India, and South Africa. In sum, USAID needs to adjust its expectations with respect to the timing and level of results that it can expect in these countries. One size should not fit all with respect to implementation strategies and results.

The team also found that shorter assignments may not be as effective in low-income countries as in middle-income countries. It takes longer for the volunteer to get a handle on the situation, the regions that the volunteers are operating in tend to be more remote, and there may be translation difficulties. Given these constraints, IPs should consider lengthening the stay of volunteers in the lower income countries. Where assignments are on average two weeks, IPs should consider lengthening them to three to four weeks. Given the information provided on standardized reporting tables, the average Caribbean region assignment is 14 days, whereas assignments in Africa have an average duration of approximately 21 days. The Assessment Team concluded that an assignment of up to four weeks would allow the volunteer to provide the most effective assistance in many cases.

Does FTF have the right balance between countries in need and countries with a better chance of widespread economic impact, given FTF's mandate and USAID's mandate?

FTF currently maintains a good balance between countries in need and countries with a better chance of widespread economic impact, with priority at least in terms of the distribution of country programs being given to countries that fall into the needy category, as defined by per capita income levels. More specifically, 17 out of the 40 countries currently participating in the FTF program have per capita incomes that fall below the average for low-income countries as a whole, and eight of these have per capita incomes that are lower than the average for the least developed countries. At the higher end, only five countries – Belarus, Kazakhstan, Jamaica, Russia, and South Africa – have per capita incomes above the average for the middle-income countries. (See Table in **Annex**

6. which provides information on the relative importance of production agriculture in the FTF countries and the number of economically active people in agriculture, in addition to per capita income estimates.)

While per capita is a relatively easy number to obtain, it is not the only way to measure need, nor is it necessarily the best way to assess the likelihood of potential FTF impact. As argued earlier, some countries in the lower income category may have a stronger institutional base – both in terms of the public and private sectors as well as in numbers of trained people – than other countries with much higher per capita income; India is a good example. How volunteers are distributed among these countries is another question, and a program’s size is not necessarily commensurate with the country’s need or ability to achieve impact. For example, 64 volunteers were programmed over the life of the project for Guyana, a country with less than a million people; only 47 were programmed for India, a country with over a billion people. As another indicator of balance, most of the countries in which FTF operates are classified by USAID’s new strategic framework as Developing or Transforming countries, with only a handful listed as Rebuilding or Sustaining Partnership countries.

Recommendations:

The following recommendations are intended for consideration during the current phase of the FTF program as well as the next round of the FTF program when drafting the anticipated RFA.

- USAID should continue to support the regional programs in Africa and the Caribbean Basin, both under the current cooperative agreements and as part of the new program envisioned past 2008. There is clearly a huge demand and need for FTF-type assistance in the lowest income countries, and FTF is making a difference.
- The commodity/value chain focus and emphasis on market linkages and value-added production and processing in growth markets of comparative advantage is working in many places and should continued to be emphasized. In the African programs consideration also should be given to a focus on local service delivery as is being done already in Uganda.
- The IPs should continue to seek out creative and innovative approaches in environments with few and/or weak local institutional partners. Partnering with other international programs and NGOs should continue to be encouraged when demonstrated that it fits with FTF’s overall country strategy. IPs should continue to seek good local partners and host institutions when possible and continue to build their institutional capacity.
- The security of the volunteer and the IP staff should remain paramount over other FTF objectives. FTF should continue to build on its lessons learned in working in post-conflict or emerging conflict locations and ensure that the appropriate systems are in place to address security issues as they arise. Countries with significant levels of instability should be monitored regularly. USAID should consider the stability and security of the country when determining whether it is appropriate for FTF program participation in 2008

USE OF MINORITY SERVING INSTITUTIONS

What are the lessons learned from the mentoring relationships between FTF primes and their sub-contractors?³ How well has the use of “set-aside” arrangements for competitive selection of new implementing agencies worked and what might be done in the future?

The relationship between the IPs and the MSI subrecipients has been challenging. Several of the primes have dropped their original MSI partners or have restructured the role originally envisioned for their partner. The prime-MSI relationships that do remain have been restructured, with the MSI earning a finder’s fee for each volunteer it recruits. The expectation was that MSIs would be better able to recruit minority agricultural and agribusiness specialists as volunteers, thus increasing the diversity of the volunteer pool. However, most IP staff interviewed suggested that there had been no noticeable increase in the diversity of the volunteers recruited. (See further discussion in the following section on the Diversity of the Volunteer Pool.)

There are some examples where the relationship is working. For instance, OICI has three partner HBCUs that recruit 33 percent of the volunteers fielded. OICI reported that 75 percent of its volunteers are new to the program and that the relationship has enabled it to recruit minority volunteers. However, even OICI has experienced issues with its MSI partners: OICI originally had six partners and now has three. While the OICI experience has been positive, it has been the exception rather than the norm. For example, ACDI/VOCA ended its relationship in East Africa and Ethiopia, and Partners restructured the role of its original MSIs.

While the overall experience has not met expectations, there have been some successful mentoring relationships. The fact that OICI is now implementing a prime cooperative agreement in West Africa is a perfect example. Partners of the Americas mentored OICI during the previous FTF program. During this mentoring relationship, Partners taught OICI staff how to identify hosts, develop scopes of work, recruit volunteers, manage volunteers, and conduct monitoring and evaluation. Partners provided to OICI with many of its own systems for volunteer program management. OICI credits Partners mentoring relationship for OICI’s ability to bid and win the West Africa FTF cooperative agreement in 2003.

Many of the other IPs had similar mentoring relationships with their HBCU partners that were not as successful. So why has it tended to work with OICI, but not for some of the HBCUs? It is important to remember that OICI is not an MSI, but an NGO that has been administering USAID programs in Africa for more than 30 years. So, while OICI is new to FTF, it is not new to USAID program management and implementation in West Africa. OICI also has a commitment to international development and is seeking to expand its portfolio of agribusiness development and volunteer assistance programs, as demonstrated by the fact it recently joined the Volunteer Economic Growth Alliance (VEGA).

The HBCUs, on the other hand, are universities that in many instances are not structured properly to hire staff overseas, set up field offices, contract other organizations, and recruit and manage a volunteer program. These types of problems may be unique to the HBCUs or they may be characteristic of universities in general and whether they have the capacity and commitment necessary to implement management intensive volunteer programs such as FTF. The universities require a commitment from the leadership of the university and a commitment to international work to be successful. FAMU appears to have many of these ingredients and Winrock commented that Florida International also has strong support for FTF from the university’s leadership. FAMU benefited from informal mentoring from CNFA, which has also contributed to its ability to manage a prime cooperative agreement.

³ As a point of clarification, the FTF primes tend to enter into sub-recipient agreements with the HBCUs and not sub-contracts. Most of the MSIs that participate as sub-recipients are Historically Black Colleges and Universities (HBCUs).

What do the new implementing partners still need to do to be on the same footing with more experienced FTF partners?

USAID needs to recognize that FTF is not a simple program to implement – that, in fact, it is a complex program with limited resources. The reason the traditional implementers have been successful at continuing to implement FTF is that they have learned and adapted over time, allowing them to develop efficient systems and effective approaches. Most of the traditional IPs also administer other volunteer programs beyond FTF, so they invest as institutions in volunteer databases, monitoring and evaluation systems, the development of volunteer management policies and procedures, and so forth. So it is not fair to ask the new implementing partners to immediately be on the “same footing” as the traditional IPs. Several of them have made good progress in a limited amount of time (two years) and improvements in their operation of the program will come with time.

Over the next 18 months FTF should help the newer implementing partners improve their capacity in the following areas:

- Volunteer recruitment, including the creation and population of a more extensive volunteer database with potential volunteers with more diverse skills and experience. This will be particularly important as some of the new implementers are planning to expand assignments in processing, marketing, and agribusiness.
- Further development of volunteer management systems.
- Further development of program monitoring and evaluation systems.

Given what it takes to mount a successful FTF program, do the partners see the development of this expertise in their long-term strategic interest?

OICI clearly sees the FTF program as in its long-term strategic interest. It seems to fit its strategy of moving beyond the implementation of Food for Progress and Title II Development Assistance in Africa. OICI is involved in a GDA program in Ghana and was part of the agribusiness TIPS program in Ghana. FTF is another example of OICI’s broadening its experience to include agriculture and agribusiness development. There are many similar elements in its Food for Peace and Food for Progress activities.

It was hard to ascertain if FAMU, VSU, and the HBCU subrecipients have the same long-term strategic interest in FTF. FAMU and VSU are trying to build systems to enable them to administer the FTF program and it appears unlikely that they will want to walk away from it when the current cooperative agreements end in 2008. The HBCU subrecipients, on the other hand, are predominately recruiting volunteers and that does not appear to have a direct link to expanded involvement in future USAID agriculture and agribusiness development programs.

Recommendations:

The following recommendation is intended for consideration during the current phase of the FTF program.

- USAID should continue to encourage the current mentoring relationships between the IPs and MSIs. There have been considerable investments made over the last few years to warrant seeing these relationships through to the end of the program. However, mentoring arrangements in the next round should take account the mixed results under the current set of cooperative agreements.

The following recommendation is intended for the next round of the FTF program and should be considered when drafting the anticipated RFA.

- USAID should rethink its objectives to MSI participation prior to issuing a new RFA. USAID should not mandate the involvement of MSIs and should not “set aside” prime awards or a percentage value of the overall award to MSIs in the future. Instead, USAID should encourage creative relationships that seek to involve MSIs beyond recruitment services. A good example is “The Central American Horticulture, Tree Crop, and Dairy Sectors: An Analysis of the Economic Impacts of Volunteer Technical Assistance to El Salvador, Honduras, Guatemala, and Nicaragua” report that was completed by Florida International

University under the Winrock FTF program. This report demonstrates the type of analysis the universities can conduct to improve FTF implementation.

DIVERSITY OF THE VOLUNTEER POOL

Has the attempt to broaden participation of volunteers via engagement of minority serving institutions been successful to date?

The HBCUs are predominately engaged in volunteer recruitment, which was not the original intention of their relationship with the traditional IPs. While there are some instances in which the participation of the HBCUs has resulted in greater engagement of minority volunteers, the consensus is that this has not happened to the extent that was anticipated. During the interviews, most IP staff from the MSIs as well as the traditional IPs indicated that a large number of the volunteers recruited by the HBCUS are the volunteers that the traditional IPs recruit and not minorities. As one informant put it, they were just as interested in ensuring that their programs would have an impact and it was easier to make this happen by using experienced volunteers. The problem is that none of the IPs have the data needed to substantiate this conclusion because none of them collect and report on demographic information about their volunteers due to privacy concerns. Although the IPs do report on the number and percentage of volunteers who are women, none of them could tell us the percentage of minority volunteers or provide information on whether the percentage was increasing.

The Assessment Team was not provided information on the financial relationship that the IPs currently have with their subrecipient MSIs. Most subrecipient MSIs are paid a finder's fee for recruiting volunteers based on scopes of work they receive from the prime implementer. Without being privy to the financial terms of these arrangements, it is hard to determine whether this is a cost-effective approach to broadening the participation of minority volunteers. However, based on our interviews with the IPs, MSIs, and HBCUs, there does not appear to be compelling evidence that these relationships are resulting in a more diverse volunteer pool. In fact one IP stated that in the past it cooperated with a range of HBCUs and that the HBCUs used to recommend volunteers freely for volunteer assignments. This relationship was not based on financial terms and was simply an effort on the part of the HBCUs to find interesting opportunities for their faculty and other affiliated specialists. This IP informed us that once the relationship became financial and once HBCUs started to formally partner with IPs, these informal relationships disappeared and everyone paired up. This IP feels that the current structure has actually hurt their ability to tap the HBCUs for volunteer referrals.

To what extent are there procedures and systems for recruiting both experienced volunteers as well as first time volunteers who are women and minorities?

The majority of the IPs responded that first and foremost they try to recruit the best volunteers for assignments. One IP stated, "we strive to provide the best technical assistance we can provide with the best volunteers we can find." The IP went on to say that the hosts deserve the best quality they can offer and that, given USAID's emphasis on development goals, the field staff prefer volunteers with previous FTF experience. One IP indicated that sometimes there is friction and reluctance from the field office to accept a first-time volunteer. This stems from their preference for proven volunteers and in many instances from pressures they receive from the hosts to field the same volunteers that have completed assignments in the past. That being said, almost all of the IPs described approaches they are using to increase the pool of interested first-time volunteers and recruitment efforts are underway to target women and minorities. The number of woman volunteers now stands at 15 percent. Even with this renewed effort to diversify the volunteer pool, the percent of women volunteers has dropped from the time period covered by the last FTF evaluation. From FY1997 to FY2002, women comprised 24 percent of the total volunteers fielded. There is a more detailed discussion of this topic in the **Progress in Delivery of Planned Outputs** section of the report. OICI did state that 75 percent of its volunteers are new to the program and 33 percent are recruited by its three HBCU partners. One IP did admit that it needs to do a better job of attracting and recruiting African-American volunteers and women.

Many of the IPs indicated that they agree with USAID that it is important to constantly expand the pool of interested agricultural, agribusiness, and credit and finance specialists, and that they strive to recruit “new blood” – first time volunteers. The Assessment Team also believes this approach is worthwhile and has probably been a contributing factor in the longevity of the program over the last 21 years. However, we feel it is important to point out that repeat volunteers may offer greater value in two critical areas. First, we repeatedly heard that repeat volunteers are better able to “hit the ground running” due to their experience in assisting similar host institutions, knowledge of the country or region, and proven ability to function in a challenging environment. Second, through our interviews of the IPs and a group of volunteers, we discovered anecdotal evidence suggesting that volunteers that complete multiple FTF assignments conduct extensive public outreach activities and in many instances are the best advocates for FTF and USAID. Repeat volunteers have bought into the program and are dedicated not only to helping their host institutions, but to ensuring that the message of the benefits of the program is told.

New and/or alternative approaches to broaden the pool of implementing agencies managing FTF and the volunteers recruited.

The Assessment Team does not believe there is necessarily a direct correlation between adding new implementing agencies and broadening the volunteer pool. USAID needs to select implementing agencies based on their ability to recruit and support volunteers appropriate for the program and the assignments developed. Many of the IPs have forged relationships with leading U.S. agricultural and agribusiness associations, recruit at industry meetings, and use the Internet/listserves to attract interested participants. These are all good approaches to broadening the volunteer pool and increasing the number and diversity of volunteers in their respective databases.

Another interesting issue that emerged during our assessment was the attempt to recruit Diaspora volunteers. Some IPs, like Partners for the Americas, are making a concerted effort to reach out to the Diaspora communities from the countries in which they implement in hopes of identifying qualified volunteers with the appropriate technical skills to go along with their knowledge of the language and culture. However, it was interesting to learn in El Salvador, Ghana, and Guinea that the use of Diaspora volunteers has not had the desired result. In El Salvador, Winrock has found that Diaspora volunteers come back to El Salvador to see family and friends, making it hard to get volunteers to focus on their assignments. After several negative experiences, Winrock is now reluctant to use Salvadoran-American specialists for assignments in El Salvador and prefers to find assignments for them in the other Central American countries. There is even a good example of how Salvadoran-American coffee specialists were instrumental in assisting with coffee production in Nepal. The OICI West Africa program has had a similar experience with Diaspora volunteers not performing well in their home country but performing well in neighboring countries. Therefore, the Assessment Team cautions USAID that, while the idea of Diaspora volunteers may seem attractive, it may actually have an adverse effect.

Recommendations:

The following recommendations are intended for consideration during the current phase of the FTF program.

- FTF should help the IPs by developing a brand for FTF and looking for ways in which USAID can play a greater role in promoting the program in the United States that would lead to greater interest from prospective volunteers.
- USAID should encourage the IPs to strike an appropriate balance between first-time volunteers and volunteers that complete multiple assignments. Volunteers that complete numerous assignments have a large stake in the program, tend to perform extensive public outreach, and are able to hit the ground running based on their previous experience.

The following recommendation is intended for the next round of the FTF program and should be considered when drafting the anticipated RFA.

- USAID should re-examine the role of the HBCUs. Having them serve principally as recruitment agencies is probably not the best role for these institutions and may not be cost effective. The IPs are using creative

approaches to target women and minorities, but privacy issues will probably prevent FTF from capturing the information that would be required to report on the diversity of the volunteers recruited.

BALANCING CROSS-CULTURAL EXCHANGES AND DEVELOPMENT IMPACTS

Many within the FTF community refer to the cross-cultural exchange aspect of the program as **people-to-people**.⁴ FTF is solely a volunteer program that provides U.S. specialists as volunteers to assist a range of agricultural and agribusiness actors in low and middle income countries. This approach is quite different from the fielding of paid consultants and has historically resulted in other benefits beyond the impacts that USAID typically ascribes to economic development activities. FTF has made strides in improving its ability to report on development impacts and design approaches and models that result in economic benefits, including increased income, sales, production, etc. However, its people-to-people dimension is what makes FTF unique and encompasses the relationship and bond that is formed between the volunteers and their hosts. The impact from the people-to-people aspects of the program are hard to measure and include the following:

Survey of Volunteers

82 percent of volunteers surveyed reported they had periodic or sustained communication with hosts after the assignment.

79 percent of volunteers reported they had conducted some form of public outreach in the U.S.

- Increased cultural understanding through exchange of information between volunteers and hosts about the U.S. and the host country's history, customs, political system, etc. Volunteers, unlike consultants, typically spend time with their hosts after business hours in social settings discussing these issues. Many volunteers cited that they returned with a much greater appreciation for the country and/or region they visited and have tried to convey what they have learned through presentations to their local community. Hosts reported that they had not only learned a great deal technically, but had also learned about the United States through their interaction with volunteers. As one IP manager stated it, "Volunteers are Ambassadors of Goodwill." As another IP put it, USAID's slogan is "*From the American People*" while FTF "*Is the American People*."
- A large percentage of volunteers remain in contact with their hosts once they return to the United States, with communication taking place via e-mail, phone, etc. Many volunteers want to continue supporting their hosts after the formal assignment has ended. They continue answering technical questions, send additional technical information, arrange for books and other supplies to be sent to the hosts, and try to find additional opportunities (e.g., study tours to the United States, export markets, etc.) for their hosts. There are examples of the IPs facilitating these communications, including arranging for items to be shipped, translating e-mails, etc.
- The FTF program also has a unique public outreach and awareness aspect. As stated in the FTF Manual, "Volunteer program outreach has three principle benefits: 1) educating the public on global development issues and market opportunities; 2) building public support for U.S. foreign development efforts; and 3) recruiting new volunteers." Volunteers contribute by making presentations within local communities, arranging for media coverage about their experiences (e.g., local newspaper articles), and making contact with Congressional representatives.

⁴ People-to-People refers to the intangible benefits of the program that occur as a result of the voluntary nature of Farmer-to-Farmer including the extensive interaction between the volunteer and their host institution counterparts both during and after the assignment; and the post assignment outreach that volunteers conduct in the United States in promoting FTF and USAID.

According to FTF veterans, over its 21-year history, the FTF program has shifted from its cross-cultural exchange origins to one that is driven by quasi-professional development experts. These volunteer consultants may be better able to fulfill the terms of more precisely written scopes of work and the requirements of documenting economic impact. Has there been such a shift?

There is consensus among the IPs, USAID, and other FTF stakeholders that FTF has undergone a change since its inception in 1985 from a people-to-people program to a more traditional economic development activity. Yet there is also evidence that FTF still offers a unique people-to-people dimension that traditional USAID agricultural development programs do not offer due to its use of American volunteers. So what has shifted is not the inherent people-to-people nature of the program, but the emphasis that is placed on this dimension.

Many IPs have supported the people-to-people aspects of the program through the following means:

- Facilitating communications between hosts and volunteers long after the assignment is completed.
- Supporting volunteer outreach efforts once they return to the United States by providing information about USAID, FTF, and the host country; offering guidance on how to contact and interact with media outlets; issuing of press releases; etc. One IP requires that every volunteer perform eight hours of public outreach when they return to the U.S. while others have designed media kits.
- Educating U.S. Government officials on volunteer activities. Some IPs reported that they have organized volunteer debriefings in Washington, D.C., and invited key USAID, USDA, Administration, and Congressional representatives to hear stories directly from volunteers.

While the IPs still support volunteer public outreach activities, the shift in USAID emphasis to development impacts and their tight budgets have limited these efforts. Many believe the pendulum had swung too far, and USAID has recently encouraged the inclusion of success stories in semi-annual and annual reports and has also requested that IPs attach newspaper articles and other efforts promoting the program. The Assessment Team was impressed with the success stories and news articles and has included some of the better ones in **Annex 7** of this report. USAID should continue to encourage the submission of success stories and news articles in subsequent reports and consider how best to promote these stories (e.g., through the FTF pages on www.usaid.gov).

USAID should also consider that the message of the benefits of U.S. foreign assistance and the role the U.S. plays in assisting developing countries is not only important for U.S. citizens, but is equally important in the countries where FTF is implemented. In-country public outreach campaigns should be developed that incorporate elements of volunteer assignments and the positive results of FTF in promoting the benefits of U.S. assistance.

If so, has the shift been good or bad? If there has been a shift, how has the demand drive nature of FTF affected this shift?

The shift has not removed the people-to-people dimension of FTF, but the pendulum has probably shifted too far in the direction of developmental goals. The support that FTF has traditionally garnered from Congress and ultimately the funding it receives through the Farm Bill is largely due to the program's volunteer nature and its people-to-people dimension. No one wants to retreat from the desire to have a developmental impact, but if FTF simply becomes another agricultural development program, it may put the future of the program in jeopardy. The Assessment Team recommends that USAID take three actions to ensure FTF's people-to-people aspects are elevated to a more equal footing with developmental goals: (1) provide FTF IPs with the flexibility to use some of their resources to support continued volunteer-to-host communications after assignments and volunteer public outreach efforts in the host country and United States; (2) restructure FTF reporting requirements to improve IP reporting on the people-to-people dimension of the program; and (3) continue to develop success stories that can be distributed to key members of Congress, other U.S. Government agencies, and the U.S. public.

What types of assistance is now required by FTF host institutions and is the FTF program meeting this demand? Has the increased focus on developmental impacts reduced the pool of potential volunteers? Does the design of a next FTF program need to re-balance the people-to-people and the developmental goals of the program?

There is no evidence that the pool of potential volunteers has been reduced by the increased focus on developmental impacts. IPs consistently stated that they are still driven to find the best volunteer to complete the scope of work and that the ultimate goal is to provide the best assistance possible. While the pool of volunteers has not been reduced, the type of volunteer required is changing as the program de-emphasizes production assistance and moves up the value chain. Today there are fewer “farmers” serving as volunteers and more need for agribusiness specialists with knowledge of processing techniques, marketing, new product development, and business management. In addition, as FTF works with more sophisticated hosts, volunteers need to possess a higher level of knowledge; assignments today are much more specific than those of several years ago. As one IP stated, “we cannot send a volunteer that knows less than the host.” This shift means that IPs will need to continue to change their recruitment strategies and target agribusiness professionals.

Public Relations and Branding

The issue of an FTF brand and improved public relations was not a formal part of the Assessment Team’s scope of work, but the issue came up numerous times during discussions with USAID and the IPs, so we believe it is important to include our findings in this report. FTF reaches out the U.S. public to recruit qualified volunteers; seeks to educate the U.S. public on the benefits of U.S. foreign assistance, and markets the program to prospective host institutions. All of these public relations activities could benefit from a more consistent and proactive message about FTF, the people who serve as volunteers, and those whom the program assists.

The team has the following suggestions related to improved public relations and FTF branding:

- **FTF Should Establish a Consistent Name and Identity.** While it is understandable that some IPs believe that the name “Farmer-to-Farmer Program” is misleading to potential volunteers and hosts that are not farmers, it is how the program has been known for 21 years and, most important, it is a name that Congress associates with the program. Therefore, USAID should retain the name Farmer-to-Farmer but enable IPs to develop more applicable tag lines for each of their regional programs that better describe in-country activities. There are at least two examples where IPs do not refer to the program as FTF (CNFA calls it the Agribusiness Volunteer Program and OICI calls it FarmServe) and they should be encouraged to re-assume the name FTF.
- **Better Integrate the Story of John Ogonowski.** The FTF program is now named for John Ogonowski, the pilot of American Airlines flight 11 that crashed into the World Trade Center on September 11th. John Ogonowski was a farmer as well as a full-time pilot for American Airlines. He was very involved in USDA’s New Entry Sustainable Farming Project (NESFP) in Cambodia and his dedication to the farmers in Cambodia is very similar to the commitment exhibited by FTF volunteers every day. USAID and the IPs should consider how the story of John Ogonowski can be better integrated into the story of FTF.
- **Hold Volunteer of the Year Award at Annual FTF Event.** USAID and the IPs should consider holding an annual volunteer of the year award event to help promote the program within USAID, USDA, State Department, and Congress. This event could honor one or more volunteers from each of the implementers that have gone above and beyond the call of service. FTF may want to consider organizing this event in conjunction with VEGA. There was a similar event that took place when VEGA was launched and several implementers hold similar events on their own. Having one USAID-coordinated event would help give the program additional exposure within USAID and educate people on the unique attributes of volunteer programs.
- **Develop Promotional Materials and Success Stories.** While some believe quantitative impacts look good in

annual reports, targeted success stories actually offer a better means of communicating the people-to-people and development impacts of the program to a broader audience. USAID should develop updated promotional and educational materials that better present the positive attributes of the program and the impacts that volunteers have had on the economic lives of their hosts. Success stories are also a good way to educate Congress on the activities and results of the program. This is of particular importance this year as the Farm Bill is being considered by Congress.

Recommendations:

The following recommendations are intended for consideration during the current phase of the FTF program.

- The FTF program is inherently still a people-to-people program even with today's greater emphasis on developmental impacts. What needs to change is the emphasis and importance that is placed on this aspect of the program. IPs should be encouraged to dedicate program funds to support people-to-people and public outreach activities even if it means a slightly higher cost per volunteer day and/or fewer days of volunteer assistance. IPs should be encouraged to support volunteer efforts to remain in contact with their hosts after the assignment, promote the program within host countries, use volunteer presentations and media to convey the benefits of U.S. foreign assistance, and conduct public education activities to tell volunteers' stories and describe the impact of the program.
- USAID should continue to emphasize the development and submission of human interest success stories that explain the economic benefits of assignments. Once a success story is developed, there needs to be a coordinated strategy on how to distribute it to key internal and external stakeholders (e.g., Congress, USAID, USDA, the U.S. agribusiness community, etc.).
- FTF should consider developing a better brand for the program and USAID should do a better job of promoting the program in the United States and abroad.

LOW COST vs. HIGH IMPACT

Is the emphasis on lower costs per volunteer day at odds with the better planning, support services, etcetera that are associated with greater impacts?

USAID uses cost per volunteer day (CpVD) as a basis for selecting IPs and for comparing performance across IPs, countries, and regions. (The issues associated with using this indicator as a basis for measuring cost effectiveness are discussed in more detail later in this section.) It appears that IP efforts to attain their targeted CpVP do lead some IPs to implement the program "on the cheap," putting unnecessary constraints on how program resources are being used and in some cases adversely affecting program performance.

As a tool for evaluating an implementer's planned total costs versus inputs (volunteer days) at the proposal stage, the CpVD measure can be useful as a general guideline. However, it is difficult to consider this a true measurement of cost efficiency or cost effectiveness. Further, if the CpVD is a factor for award of a cooperative agreement, in order to keep this number low, an implementer may present a budget that, for example, relies too heavily on host contributions, lacks adequate headquarters support time (such as technical assistance or monitoring and evaluation time), or uses junior staff as program managers and headquarters support. If this is done, the program could certainly lose effectiveness in favor of low cost, and the CpVD metric would have been a driver of the programmatic decision.

Cooperators seem to hire junior staff for many FTF positions, and split-fund positions. To what extent is there a perception that this detracts from high impact?

The Assessment Team did not find this to be the case in the countries it visited. Support staff may have been more junior, but the country directors all had strong technical backgrounds and considerable experience working in their respective countries. The more serious question was whether the numbers of staff are sufficient to handle all the functions required to make the program a success. Although job sharing can work in some cases, the team believes that it is more likely to detract from program effectiveness and believes that FTF would be better served if each country has a full-time, capable country manager. As suggested in previous sections, USAID should consider limiting the number of countries to ensure that the countries that are selected have enough resources to hire full-time qualified staff. El Salvador provides a good model of staffing for a small/minimal volunteer program, namely, a staff of 2 full-time people handling 20 to 25 volunteers per year. Larger programs will need additional staff.

Is there a disparity in analyzing the cost per volunteer day between programs operating in more expensive countries vs. countries with lower operational costs? Is there a better indicator of cost effectiveness such as indexing the cost per volunteer day to a country's cost of operations?

There are difficulties involved in constructing the CpVD indicator, which limits its utility for making comparisons across countries. However, if one accepts the cost per volunteer day as a measurement of efficiency, one can conclude that there are differences across regions and across implementers. The planned average cost per volunteer day in the NIS program was **\$892 per day**; whereas the cost in the worldwide program was **\$722**. Within the NIS program, three of four implementers had a planned cost per volunteer day of between \$862 and \$865 (West NIS, CAR, and Russia programs), while the Caucasus region was higher, at \$1,055 per day. It is not clear that the cost of operating (cost of living, cost of fielding volunteers, etc.) in the West NIS, CAR, or Russia would be proportionately higher than the cost of operating in the Caucasus region. This example shows that the cost per volunteer day *planned* were not necessarily measures of cost differences among geographic regions. Similarly, the *actual* cost per volunteer day reported for each region should not be considered as a very robust measurement of the comparative cost efficiency of work in different regions.

Cost per volunteer day can be a useful tool for the IPs to use in managing their programs. The CpVD can provide information about whether or not an implementer is on track in completing volunteer days compared to the expenditures it has made to date. However, it has limited value to USAID as a means for making comparisons about performance across IPs, countries, and regions due to the difficulties involved in using this data correctly. (Some of these difficulties are described in more detail in the *Cost Efficiency and Cost Effectiveness* section of this report.) However, even as a tool to track progress in volunteer days versus expenditure, the CpVD measurement should be used with caution. As the FTF 2004 and 2005 Annual Reports indicate, the CpVD is generally higher than the planned amount at the beginning of a cooperative agreement because the pace of completing volunteer days is slower at the beginning, yet other “fixed” expenditures each year are likely to be more constant. As time goes on, one would expect to see the CpVD level out to the planned amount. This is indeed what can be seen happening in the implementers’ most recent data.

Recommendation:

The following recommendation is intended for the next round of the FTF program and should be considered when drafting the anticipated RFA.

- As a management tool or a tool for evaluation of proposals, the CpVD metric should be used only as a general guideline, and should not be interpreted as providing information about differences in cost among regions or focus areas. Further, the metric is also only useful if the programs are only fielding volunteers – if they move in a direction where more expenditures are made in support of non-volunteer activities (e.g., workshops, information dissemination, or sector analysis) the utility of the CpVD is further lessened. When evaluating future proposals from FTF applicants, USAID should apply its normal standard of “best value,” which takes into account the planned activities, anticipated results, quality of personnel, and total costs associated with the program as a whole.

FOCUS AREAS

Has the emphases on clustering volunteers on sub-sectors and with particular hosts been a positive one?

The emphasis on focus areas has been positive, helping enhance the quality and impact of the program. Focusing on specific themes, often commodities or subsectors, has resulted in a clearer strategy for each of the country programs and given them more structure. It has also encouraged the IPs to concentrate volunteers within specific defined areas, which has facilitated economies of scale; it has also enabled IPs to better address medium- and long-term issues over the life of their current agreements, and follow and facilitate the progress of a host or grouping of hosts.

All of the IPs agreed with the focus area approach outlined in the RFA, and most indicated that they had already been moving in this direction prior to the start of the current program. Most implementers also reported that they are still working in the same focus areas as originally proposed. This suggests that many of the focus areas were selected properly and that USAID has been satisfied with the selections, given its annual approval of IP work plans in 2004 and 2005. However, the Assessment Team found a tendency in some countries to stick with the initial selection of focus areas, even in the face of difficulties and opportunities emerging in other areas.

USAID did not define focus areas in the RFA, leaving it to each IP to broadly define the focus areas in its proposal, with some opting to focus on commodities (e.g., dairy, horticulture, non-traditional products) and others on functional areas (e.g., agribusiness, agro-processing, cooperative development, producer organization development, improving access to markets). This has hindered the program's ability to aggregate data, but the Assessment Team does not believe that is of critical concern as either approach can work.

USAID should better define what it means by a focus area in the new RFA and decide whether it wants to limit future programs to a commodity or functional approach. Again the Assessment Team believes that both approaches are valid and workable and does not favor such a limitation. Further, USAID should resist the desire to develop standardized focus areas for application across all countries. This is both unrealistic and unnecessary. IPs should develop separate country strategies as they do now. These strategies should describe the focus areas selected, the analysis used to make that selection, planned activities and models within each focus area, and the indicators to be used to measure impact within each focus area.

The IPs also differ with respect to the breadth and number of the focus areas they have selected. One IP informed the Assessment Team that it knowingly chose focus areas that were broad enough to give it considerable flexibility when implementing programs. Others may have opted for too narrow a focus. The number of focus areas selected per country also varies considerably, i.e., from one to seven. There does not appear to be a direct correlation between the number of focus areas and the number of volunteer days of assistance provided. As was the case with the geographic spread question, IPs need to be able to support each focus area with a critical mass of volunteer days to expect reasonable results. It is hard to determine what minimum number of volunteer days is required to properly support a focus area. Therefore, USAID should require that IPs justify in their annual work plans the number of volunteer days proposed per focus area and why the estimated number will result in focus area impact.

There can be significant differences in the way in which two IPs implement activities even within the same focus area. For example, two IPs may each identify dairy as a focus area. However, as shown below, their respective approaches to assisting the dairy subsector may be quite different. Diagram 1 depicts a standard dairy value chain. The IP in this example is fielding volunteers to work with a dairy processor on new product development, improved dairy-processing techniques, and diversification of markets targeting supermarkets. The IP is also assisting dairy producers on animal feed and improvements in milk quality. Diagram 2 depicts four dairy production cooperatives. The IP in this example is fielding volunteers in cooperative development, dairy herd management, small-scale on-farm value-added processing, and marketing. Each of these approaches is valid and ones that are common to the FTF program. However, both would be classified as livestock/dairy and the category alone does not provide much information on the type of assistance and expected results from each model.

Diagram 1: Dairy Value Chain Model

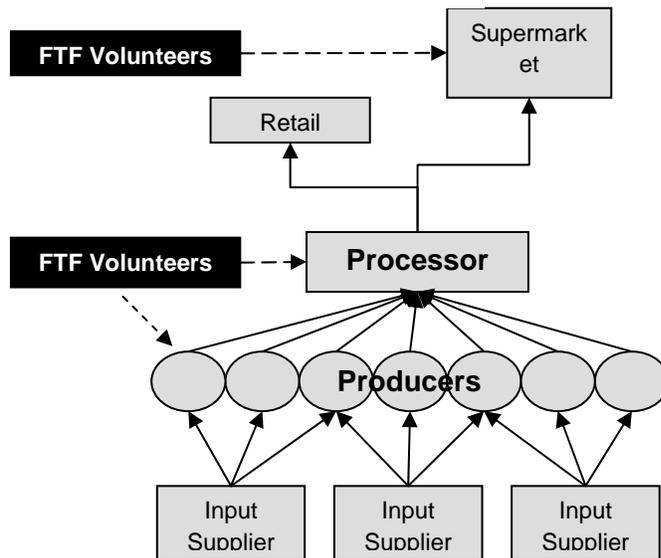
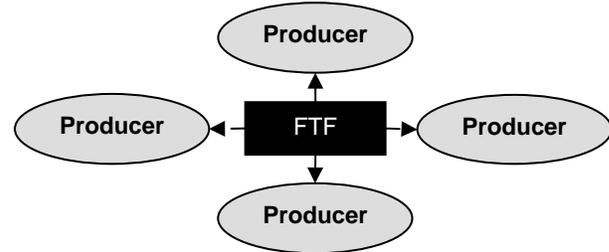


Diagram 2: Dairy Coop.



Have the implementers missed important targets of opportunity?

By focusing more extensively on maximizing economic growth impacts, IPs may be overlooking opportunities where the prospects for significant growth may be less, but the probability of volunteers making a significant difference greater. This was particularly true when discussing “flexible” assignments. Some FTF managers operated under the assumption that approximately 10 percent of all assignments could be flexible to address unforeseen problems (e.g., Avian influenza); others formally identified “flexible” as a focus area; while a third group did not realize they could retain a certain percentage of assignments for new opportunities and assignments not directly related to selected focus areas. As was demonstrated with FTF’s rapid response to the Avian influenza crises in Armenia, Central Asia, and Nigeria, it is imperative that some flexibility be retained, with approximately 10 to 15 percent of volunteer assignments available to respond to crises, support new opportunities, or explore new focus areas not already served by the program.

Could value chain, economic corridor, and/or competitiveness approaches be effective instruments in identifying focus areas? Does FTF have the financial resources required to do the appropriate analysis required in each country and each potential area of focus? If resources were available to conduct more extensive analysis, how would that affect the program’s impact?

USAID is concerned that the IPs are making decisions about focus areas in the absence of sufficient information and has been searching for analytical approaches that the IPs could use to better inform their decision making and increase and enhance the impact of their programs. The IPs understandably have mixed feelings about the level of effort they should be responsible for, given their limited budgets and in-house analytical capacity. Most rely on work done by partner projects and programs, including analyses carried out by national governments, USAID, and other donors. Even where such documentation exists, systematically digesting it as part of a formal and rigorous process of selecting focus areas can be a formidable task. IPs generally do not have enough money or the staff required to do extensive subsector and value chain analysis. So, they tend to select focus areas that conform to USAID strategic objectives for the country, and/or select those for which the required background analysis needed to develop a plan for selecting partners and hosts has already been carried out.

Some of the analytical approaches – value chain, economic corridor, and competitiveness analyses – are not really appropriate for the FTF program due to their complexity and costs in time and money. A good example is the traditional value chain analysis, which is currently a hot topic within USAID. The approach is complicated, as becomes apparent when one looks at the steps that are considered as necessary parts of the value chain analysis and selection process, shown in the text box. It is also requires considerable time and money to do it right. While no standard level of effort exists for this type of analysis, a typical value chain assessment team is comprised of at least one to two expatriate consultants and two to four host country consultants. The assessments generally last approximately four weeks. Based on these parameters, an average value chain assessment (as conducted by the larger more comprehensive USAID agribusiness development programs) can range conservatively from \$30,000 to \$75,000 per assessment. The FTF country programs on average have three focus areas, which would require a total cost of \$90,000 to \$225,000 per country. This is equivalent to the total annual budget of some of the country programs.

Five Steps in Value Chain Analysis and Selection

1. **Data Collection.** Collect secondary data concerning all elements of the value chain, including participants, functions, and factors affecting industry performance – enabling environment, end markets, supporting markets, inter-firm cooperation (horizontal and vertical linkages), and firm-level upgrading (product and process). After compiling secondary information, the team interviews value chain participants, including global buyers and industry experts, to identify the structure of the value chain, participant perceptions of opportunities and constraints, and the extent of learning and benefit flows to participants.
2. **Value Chain Mapping.** The value chain map depicts structure and functions and is useful for illustrating relationships between firms. The structure of the value chain typically includes industry market segments, their relative importance and/or growth rates, the channels (supply chains) serving those markets, and the number of firms in each channel.
3. **Analysis of Constraints and Opportunities.** An assessment of constraints and identification of opportunities for intervention is the core of value chain analysis.
4. **Vetting of Findings.** Value chain analysis helps develop a private sector vision for change that results in greater competitiveness. A workshop with stakeholders responsible for critical market functions, service provision, and the legal regulatory and policy environment can use participatory facilitation to vet the analysis, identify opportunities and constraints to increased competitiveness and prioritize them, and create a vision of how the industry would look if it were competitive and what actions are needed to make it more competitive.
5. **Identification of Potential Interventions and Actors with Incentives to Exploit Opportunities.** Industries must resolve key constraints and take advantage of opportunities to achieve real growth. Stakeholders must create both firm-level and industry-wide responses to factors that constrain the industry from achieving improved efficiency, differentiation, and new demand exploitation. These constraints are found in weak connections to end markets, an unresponsive enabling environment, inefficiencies in vertical or horizontal linkages between firms, and lack of support services.

There are additional USAID analytical tools including the Agricultural Sector Assessment, Rapid Rural Appraisal Tip #5, and Sub-sector Analysis, but the application of these tools has many of the same limitations as those described for value chain analysis. USAID and the IPs tend to use all of these terms interchangeably and the analytical approaches described by the IPs in work plans vary. USAID’s expectations on the level of analysis required and the type of information that should be presented have not been well defined. The program could benefit from greater clarity on this issue. USAID has been working to address this by asking the IPs to better describe the analysis they undertake prior to focus area selection and in making decisions to retain focus areas. USAID has also had discussions on how to better define its own expectations and how to request an appropriate level of information without overburdening IP staff.

As stated earlier, at a minimum most IPs review existing documents, studies, and analysis when selecting focus areas. However, this alone is probably not sufficient to make prudent focus area selections and to justify those selections with basic data that can be used to forecast the expected economic returns. Some IPs have done more extensive analysis that comes close to the value chain, subsector, and agricultural assessments outlined above. Winrock’s “The Central American Horticulture, Tree Crop, and Dairy Sectors: An Analysis of the Economic Impacts of Volunteer Technical Assistance to El Salvador, Honduras, Guatemala, and Nicaragua” report is a good

example of this more rigorous analysis. While this report is comprehensive, the Assessment Team is skeptical that FTF could afford to commission this type of analysis for each region or country.

Therefore, the Assessment Team recommends that the IPs perform a balanced assessment of the agricultural sector and potential focus areas of opportunity prior to selecting focus areas. This balanced assessment would still rely predominately on existing documents, studies, and analysis performed by USAID, other donors, and government agencies. However, a secondary data review would be supplemented by key informant interviews conducted with the appropriate USAID Mission, industry stakeholders, relevant government officials, potential partners, and potential hosts. This informal informant interview process should be led by the country manager, whose contacts and expertise in the field will be vital in conducting this rapid analysis and focus area selection. However, the annual exercise should be participatory, involving key partners, hosts, former volunteers (if possible), USAID Mission staff, USAID FTF managers, and IP headquarters staff. Many of the implementers already routinely discuss these issues with key stakeholders, so this should not pose an undue burden on in-country staff. For existing focus areas, a third component of this annual balanced assessment would be a review of their progress toward impact by analyzing their monitoring and evaluation data.⁵

The annual balanced assessment process should at a minimum be able to answer the following key questions for each focus area presented in the annual work plan:

1. Subsector/Focus Areas

- What is the importance of the subsector or focus area on the growth and development of the agricultural sector in the country? (e.g., number of potential jobs, percentage of agricultural GDP, potential for export, etc.) Why is it important for FTF to support the focus area?
- What are the major developments in existing focus areas over the past year and what are the anticipated changes or trends in the future? Are prospects still sufficiently positive to merit continued support for FTF?
- What potential focus areas have emerged? Does the IP have suitable information to justify adding the new focus area or do they require resources to conduct further analysis? (e.g., exploratory volunteer assignments or staff/consultant time) What are the key issues/questions related to these potential focus areas that should be answered?
- What comparative advantage does FTF have in supporting the development of the selected focus area?

2. Partnerships and Host Institutions

- Are there any key partners and/or host institutions that FTF will collaborate with and/or support and why?
- For existing partnerships and hosts, are they performing up to expectations? Have the partner's or host's plans changed and how is that likely to affect the programming of volunteers? What adjustments, if any, are needed?
- Have additional partners or host institutions in the same focus area surfaced that offer good opportunities for FTF? Which of these should be pursued and why?

3. Volunteers

- Is there a sufficient supply of American volunteers with relevant skills and experience to address the constraints of the focus area?
- Does feedback from recruiters, partners, hosts, and volunteers suggest adjustments in focus area strategies or changes in focus areas?

⁵ Other tools in development may be applicable for FTF and could be used in place of the Balanced Assessment approach recommended. USAID has contracted a consultant that is looking at the applicability of value chain mapping and how to compare the profitability of focus areas. The assessment team did not receive specific information on these tools prior to completion of this report, so was not in a position to comment on the approaches being proposed.

The balanced assessment is recommended for existing country programs during the annual work planning process. To properly evaluate proposals submitted under the next RFA, USAID should request that similar information and justifications be provided for at least one focus area proposed per country. This will reduce the burden of the applicant's having to conduct extensive analysis as part of the proposal process while serving as a good indication of the applicant's level of knowledge and understanding of the local environment and its plans for FTF implementation. It will also serve as a good measure for evaluating proposals. Since this will be a competitive procurement, each applicant should determine the type and level of analysis that it feels is appropriate to adequately justify one focus area proposed, the types of activities that would be implemented within the identified focus area, and the anticipated results that can be expected over the life of project. Each applicant should also be encouraged to present why it chose the selected focus area over others that it considered.

Recommendations:

The following recommendations are intended for consideration during the current phase of the FTF program.

- The focus area approach has resulted in increased knowledge by the FTF IP staff of strategic opportunities and the experience of concentrating volunteer assignments in a few areas has been positive. FTF should retain the focus area approach, while recognizing that the right focus area alone does not automatically increase impact.
- USAID should better define what is meant by a focus area. However, focus areas should be defined and selected for each country program based on individual country context and not be standardized for all of FTF.
- FTF managers should continue to rely on readily available assessments, data, and analysis when selecting focus areas while supplementing this information with key informant interviews of USAID Mission staff, important industry stakeholders (e.g., industry associations), staff of other donors, relevant government officials, potential/existing partners, and potential/existing hosts. This balanced assessment should be completed prior to submission of the annual work plan for existing focus areas and any new focus areas being proposed. The information gathered should be presented as a justification for the focus areas selected and describe anticipated results for each. The analysis should preferably be conducted by in-country IP staff and should take no more than two to four weeks to complete.
- USAID should retain at least 10 to 15 percent of assignments as “flexible” to respond to emergencies and unanticipated targets of opportunity, including exploratory assignments related to new focus areas.

The following recommendation is intended for the next round of the FTF program and should be considered when drafting the anticipated RFA.

- The next RFA should require that applicants provide a justification for one focus area selected per country, the types of illustrative activities that would be implemented within that focus area, and the anticipated results that can be expected over the life of project. IPs will undoubtedly work in more than one focus area, but this will limit the burden on applicants competing for the new award while giving USAID a means for comparing and scoring proposals. Since this will be a competitive procurement, each applicant should determine the type and level of analysis that it feels is appropriate for the one focus area presented per country.

MAXIMIZING THE IMPACT OF THE PRIVATE SECTOR

What other strategic partnerships and alliances should we consider in planning the next RFA that will encourage greater private sector involvement? For example, should FTF work towards greater collaboration with USDA or USAID's Global Development Alliance (GDA)?

The FTF program, in essence, is a private sector program. That is, most of the volunteers come out of the U.S. private sector, as individual farmers or from private firms, and the majority of hosts in recipient countries have been in the private sector, including individual farmers, firms, associations, and NGOs. Although the original focus of the program, which was first included in the Food for Peace Act of 1966, was on the developing countries, emerging democracies and middle income countries were added to the list of eligible countries when the program was amended in 1990, with the expectation that volunteers would help support the creation of private sector entities as part of the transformation of these countries into market-oriented economies.

The program basically works through the work of individual volunteers, with follow up on the ground by the IP in-country staff. The question has been raised of whether there is a role for U.S. private sector firms to become more involved in the program, perhaps through the mechanism of the Global Development Alliance (GDA).

The GDA is a new business model which USAID is using to promote strategic alliances between itself and private and public sector partners to help it achieve U.S. Government development assistance objectives. Since its inception in 2001, the GDA has grown from a handful to hundreds of partnerships supporting USAID objectives in economic growth, as well as health, education, democracy and governance, environment, and conflict resolution.⁶

The Tea and Coffee Global Development Alliance in Nepal

Farmer to Farmer (FTF) Volunteers identified the potential for the development of specialty coffee in Nepal, leading to the development of a GDA program that is being implemented by Winrock International and International Development Enterprises in partnership with industry (Holland Coffee), the Nepalese government, and other development partners, including GTZ, Helvetas, SNV, and JICA. Exports of specialty coffee, grown by small holders, have gone from negligible levels in 2002 to over \$320,000 in 2006.

A number of U.S. firms active in the agricultural sector already participate in GDA, including suppliers of agricultural inputs (machinery, fertilizer, seeds), processors and retailers (including several major supermarket chains) as well as foundations with agricultural programs as part of their portfolios. There is also at least one example of FTF work leading to the development of a GDA, as indicated in the text box. Since the GDA has brought in additional resources to work on coffee, the FTF program in Nepal has moved on to focus on other commodities. The FTF Assessment Team believes that many other possibilities exist for using FTF volunteers to do some of the exploratory work that could lead to a GDA, as was done in Nepal. Opportunities also exist for using the GDA mechanism to obtain additional resources for the FTF program itself, in the event that a longer-term role for FTF volunteers can be identified as a part of the GDA itself, for example. Greater priority and some creative thinking should be directed to this issue.

Potential Collaboration with USDA

FTF has a special relationship with USDA in that the program is funded out of P.L. 480 U.S. Farm Bill. USAID

⁶ In fiscal years 2002-04, USAID engaged new partners across nearly 300 alliances and a USG investment of more than \$1.1 billion toward these alliances leveraged over \$3.7 billion in resources from partners. USAID, "Global Development Alliance: Expanding the Impact of Foreign Assistance through Public-Private Alliances," Washington, D.C., 2005.

asked the Assessment Team to review the existing relationships between FTF and USDA to determine whether these relationships could and should be strengthened to increase FTF impact and effectiveness. Many examples of collaboration were found. Several country programs have recommended hosts for participation on the USDA-funded Cochran Fellowship Program. This has given FTF beneficiaries an opportunity to come to the United States for relevant study tours. Some FTF country programs have also partnered with USDA Food for Progress recipients. A good example is Winrock's program in El Salvador, which is supporting TechnoServe's Food for Progress-funded dairy program.

While there are many examples of how FTF has collaborated with USDA, the team found there were also examples of USDA's in-country staff that are unaware of the FTF program and FTF program staff that are unaware of USDA's in-country activities. Most of those examples where there has been coordination happened as a result of the initiative of the FTF country staff and required the commitment of the USDA personnel in-country. USDA's objectives include trade capacity building, post-conflict support, and food assistance. While these objectives are not completely congruent with FTF's program objectives, they are similar enough to warrant exploration of greater collaboration and coordination. Some of the potential areas of collaboration include:

Cochran Fellowship Program: This USDA program gives agriculturalists in developing countries an opportunity to participate on short-term study tours in the United States. The tours are generally two to three weeks in length. In FY2005, the Cochran Program provided training for 501 participants from 77 countries. FTF is currently implemented in many of the countries from which Cochran participants have been selected. Several FTF country programs are aware of Cochran and have encouraged their hosts to apply for consideration, providing letters of support as part of the application process. However, in many instances the country program managers visited as part of our assessment were unaware of the Cochran Program and were pleased to learn that there was an opportunity for FTF hosts to apply. One constraint is that in many cases the Cochran Program requires participants to pay their own international airfare to the United States and any costs associated with traveling to the capital city for the mandatory interview. FTF and Cochran should explore the possibility of signing a memorandum of understanding. This could include Cochran reserving a certain number of participant slots per country for FTF hosts. As part of this arrangement, FTF should consider covering the costs of international airfare for FTF-selected hosts. FTF volunteers would also be excellent candidates to serve as U.S. coordinators for relevant study tours and may be willing to host groups in their local communities.

Russia FTF and USDA Collaboration

The Russia FTF Program is a good example of how the FTF program can effectively collaborate with USDA in-country to mutually support each other's objectives. USDA is a partner on the agricultural finance program currently funded by USAID and implemented by ACDI/VOCA in Russia. The program was a direct outgrowth of the original FTF program and USDA has provided more than \$6 million in loan capital to support rural credit cooperatives. Volunteers continue to support this effort in building the capacity of rural credit cooperatives. ACDI/VOCA has also sent hosts to the United States for study tours through the USDA Cochran Fellowship Program. Recently, USDA invited the Russia FTF program to participate with USDA at the Russian Golden Autumn Agricultural Exhibition. ACDI/VOCA promoted FTF through the USDA booth and was able to identify a broad range of potential host institutions that had not previously heard of the FTF program.

Biotechnology Education and Training: USDA has a special initiative to promote a greater understanding of biotechnology worldwide. This is of particular importance for U.S. producers and agribusinesses exporting commodities. USDA is currently educating partner government officials, industry leaders, farmers, and consumers on the costs and benefits of biotechnology. This could provide a unique opportunity for collaboration between USDA and FTF.

Geographic Spread and Strategic Considerations: USDA staff could be a good resource for USAID when deciding which countries to choose for inclusion in the future FTF program. USDA has its own set of priority countries and strategic considerations and where it makes sense for FTF to collaborate, USAID should consider potential collaboration within those countries.

USDA FTF Orientation Meeting: The team believes that FTF could benefit from having a USDA representative participate in the annual FTF implementers meetings and future FTF kick-off meetings. USDA would not participate in the entire program, but would be afforded an opportunity to explain its global strategy and objectives, offer insight into its country programs, and answer questions from FTF implementers about potential collaboration with USDA in-country staff and programs. A USDA representative will be attending the FTF Implementers Meeting in February 2007 and that is a good start in building a stronger dialogue between FTF and USDA.

Coordination on the Farm Bill: Several USDA staff serve as liaisons with Congress in preparation for the new U.S. Farm Bill. USAID FTF and LPA staff should arrange to meet with the relevant USDA staff and understand the Farm Bill process. USDA may be able to offer support for FTF during the Farm Bill process.

Experience with Peace Corps

At the request of USAID, the Assessment Team met with a Peace Corps representative and reviewed Peace Corps documentation to determine if there were areas of potential collaboration between FTF and the Peace Corps. The collaboration between Peace Corps and FTF was covered extensively by the previous FTF evaluation conducted in 2003. The previous evaluation team reviewed the Participating Agency Service Agreement (PASA) between Peace Corps and FTF implemented in 1997 and the subsequent MOU signed in 1998 that ended on September 20, 2001. As part of the PASA, Peace Corps fielded 33 FTF volunteers to Africa and Latin America. However, after one year of implementation, it became apparent to Peace Corps that fielding FTF volunteers was requiring too great of an administrative burden. A subsequent MOU was signed. The plan was for Peace Corps to partner with FTF IPs in fielding up to 56 volunteers. Unfortunately not one volunteer was fielded over the life of the MOU.

In reviewing this issue, the Assessment Team agrees with the recommendation made by the 2003 Evaluation Team: “Another approach to working with Peace Corps is to involve FTF and Peace Corps Volunteers jointly on projects. Peace Corps workers are often looking for a good project to identify with and if country staff looks at where Peace Corps volunteers are stationed, they might be able to involve them with an FTF project.” In cases where FTF and Peace Corps are collaborating, it is through exactly this type of arrangement. A good example is CNFA’s program in the West NIS. CNFA has collaborated with Peace Corps in Ukraine and Moldova for the past three years. Four Peace Corps volunteers have been assisting CNFA host institutions, including the Soroca Fish Farmers Group, a regional extension center in Glodeni, and dairy farmers in the Volodeni. One Peace Corp volunteer helped to organize an agricultural conference initiated by an FTF volunteer.

Given this backdrop, coupled with the Peace Corps’ decreasing emphasis on agriculture, any future collaboration between FTF and Peace Corps is best left to the FTF country managers and the local Peace Corps office. FTF does present a good opportunity for secondary assignments for in-country Peace Corps volunteers and FTF staff should be encouraged to explore potential areas of collaboration. However, FTF should approach its in-country partnership with FTF just as it approaches partnerships with other international development organizations.

Recommendations:

The following recommendations are intended for consideration during the current phase of the FTF program.

- Continue to explore potentials for collaboration with the GDA Office. Include a briefing on the GDA program at the February 2007 Implementers’ meeting. This briefing should be coupled with a break-out session during which interested implementers can exchange ideas and information about potential opportunities for and constraints to developing GDAs in their counties and discuss whether and what the FTF staff could and should do to facilitate the development of such alliances.
- Consider various options that could be used to encourage more creative thinking on the part of potential implementers about how they could use the GDA mechanism to increase the impacts of their programs. However, a GDA mechanism should not be a requirement of the new RFA, as there are too many external

factors that lead to a successful GDA.

- Expand current collaboration with USDA programs and initiatives, including the Cochran Fellowship Program and capacity building. Invite USDA representatives to present at the annual FTF Implementers meeting on USDA's international programs and objectives.
- Collaboration with Peace Corps should be done on a case-by-case basis at the determination of the in-country FTF manager and the local Peace Corps office, provided it fits both organizations' in-country strategies and it makes sense from an implementation point of view.

COMPONENT B: IMPLEMENTING ISSUES

PROGRAM ALIGNMENT WITH MISSION OBJECTIVES

What has been the experience with aligning FTF programs with USAID country Strategic Objectives and reconciling these objectives with FTF global objectives and program and implementer capabilities?

The FTF program has made considerable progress during this round in getting its IPs to better align their programs with USAID Mission objectives and programs. Improving program alignment was one of the outputs expected when the program was moved from the Office of Private and Voluntary Cooperation within the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA) to the Office of Agriculture in the Bureau for Economic Growth, Agriculture and Trade (EGAT). Including a provision in the RFA that required potential implementers to indicate how their programs would link to USAID field Mission strategies and program objectives also helped. Before countries were identified in the RFA, Missions were also asked to indicate whether they wanted an FTF program in their country and later to review and comment on the relevant proposals. Greater alignment also has advantages for the IPs, especially in the context of the new emphasis on enhancing the impact of the program, since greater alignment increases the likelihood that they will be able to find other USAID-supported organizations to partner with and enhances the possibilities of Mission buy-ins.

Most of the current programs appear to be aligned with Mission strategic objectives. What differs is the degree to which Missions are involved in the programs on the ground and how much integration there is among the programs, with some Missions much more involved than others. Getting greater alignment is a somewhat passive activity, at least from the perspective of the Missions. That is, the IPs can review Mission strategies and design their programs to complement Mission objectives and programs with little or no active participation on the part of Mission staff. Getting more Mission involvement in the program, more integration of programs and even buy-ins is another matter entirely, however.

One would think that Missions would be interested in being more involved in the FTF program because this would provide them with more opportunities to use the program to support their objectives and supplement their portfolios. Getting greater Mission involvement is easier said than done, however, and it is getting harder every year as the number of Mission staff decline, especially those with agricultural backgrounds. Declining staff numbers, in other words, have made it harder for the remaining staff to devote time to the FTF program, even in cases where they have a real interest.

As a best practice, FTF country staff should try to meet with Mission staff periodically during the year to review program objectives and progress. Ideally Missions would be actively involved over the life of the activity, including in the reviews of annual work plans. At a minimum, Missions should be informed in advance of all volunteer assignments, be given the opportunity to meet with volunteers while in-country, be provided copies of volunteer reports, if so desired, and provided copies of success stories and all annual and semi-annual reports.

There can also be a downside to aligning and better integrating FTF programs with Mission programs – for example, when the FTF program wants to emphasize economic growth as an objective and a Mission wants to emphasize poverty alleviation. FTF programs can also be adversely affected by Mission changes – changes in Mission staff, changes in Mission strategies (an economic growth strategic objective is changed or worse, dropped), and changes in Mission programs (Mission funding stops for organizations that the IP partners with).

How does the FTF program fit within the new USAID Foreign Assistance Framework “five by six” matrix)?

In looking to the future, the effort underway in USAID to develop program elements that are common to all country programs as well as to centrally funded activities may make it easier for the IPs to align their programs with Mission programs. Under the new Foreign Assistance Framework, all U.S. Government spending on foreign

assistance has to be aligned with 5 key objectives, 24 program areas, 99 program elements, and 379 program sub-elements, and measured by means of a set of standardized indicators. Based on an analysis of this Framework, the Assessment Team has concluded that the FTF program fits under the *Economic Growth* objective, where it can be seen as making its greatest contribution to the *Agriculture* program area and secondarily to the *Environment* program area. Also, within the *Agriculture* program area, the FTF program is likely to make its greatest contribution to the second element – *agricultural sector productivity* – which includes the six sub-elements listed in the box. FTF activities could also contribute to institutional capacity building (e.g., development of associations and cooperatives or strengthening ministries of agriculture) dimension of the first element covering the *agricultural enabling environment*.

Agricultural Program Element Number 2:

Agricultural Sector Productivity

Sub-Elements

- Research and technology dissemination
- Land and water management
- Rural and agricultural finance
- Agribusiness and producer organizations
- Agricultural markets and trade capacity
- Emerging market trends

Do the Missions understand that FTF has focus areas and objectives or would they prefer that FTF be more flexible to respond to Mission programs and targets of opportunity not covered by their existing portfolios? Are the FTF programs sufficiently flexible to accommodate the needs of Missions and the countries in which they work?

The possibility that FTF’s concentration of program resources in focus areas may have reduced the flexibility of programs to respond to new targets of opportunity and emerging problems was a focus of discussion in a number of the Assessment Team’s interviews. If this has happened, it may have more to do with the perceptions of IP field staff than with the actual design of the program. That is, a number of the field staff interviewed did not fully understand the nature of flexible assignments or the extent to which they are able to make flexible use of these assignments or their ability to justify and make changes in their focus areas while projects are underway. The program should have the flexibility to fulfill the needs of the core focus areas while still meeting important unanticipated needs, with the majority of the volunteer slots going to the focus areas, which could change over time, and the remainder available for flexible assignments.

Missions stand to benefit from the FTF program maintaining a certain degree of flexibility, which allows them to respond to opportunities not covered by their current portfolios. Most Mission staff interviewed seemed to favor greater alignment, but it was not clear that any had really thought through the potential trade-offs between greater alignment and increased flexibility, or even realized the program’s ability to respond to some of their unanticipated needs or how best to take advantage of this flexibility.

Improving program alignment with USAID Mission strategies was a positive step, but it is time to look at the issue again in the context of the effort that is currently underway to better align USAID objectives and programs with overall U.S. foreign policy objectives. Some in USAID have argued that the FTF program should only operate in USAID-supported countries and only where USAID has an economic growth objective. The FTF legislation, on the other hand, gives the program authority to operate in emerging democracies and in middle income countries, which are defined as countries that have “developed economically to the point at which the country does not receive bilateral development assistance from the United States.” In addition a strong case can be made that FTF programs could be developed in such countries that would demonstrate success as measured in terms of the types of impacts described in FTF legislation, contribute to overall U.S. Government objectives in those countries (as laid out in the embassy strategic plans), and contribute to broader public diplomacy objectives. These issues need to be discussed and some conclusions reached prior to the next RFA.

Recommendations:

The following recommendations are intended for consideration during the current phase of the FTF program.

- The FTF program should develop its own strategic framework that lays out more clearly its own key objectives beyond fielding volunteers. This would help clarify issues including what countries the program

should be working in, whether and how the program should work in non-USAID countries, and the relative importance of different types of activities. This task should be completed prior to the next RFA and should be done in collaboration with the IPs and other key USAID and non-USAID stakeholders. Many of the existing tensions are a result of the lack of clarity among the various stakeholders as to the program's scope and priority objectives.

- The IPs should be encouraged to seek guidance and input from USAID Missions prior to completion of their annual work plans, offer opportunities for Mission staff to debrief volunteers in-country, and provide the Mission with copies of semi-annual and annual reports.

SHORT-TERM LOCAL vs. LONG-TERM BROAD IMPACTS AND EXPANDING POTENTIAL IMPACT

In reviewing these two original sections from the mid-term assessment scope of work, the Assessment Team has decided to combine the Short-term Local vs. Long-term Broad Impacts and the Expanding Potential Impacts sections of the assessment report. The issues addressed in these two sections are quite similar and our findings for both are best described together.

A volunteer's assignment is typically only 2-3 weeks long, while the FTF program is 4-5 years long. To what extent does one volunteer assignment lead to another, allowing for institution building or movement up the value chain?

This is a difficult question to answer empirically. While the FTF program collects information on the number of volunteers fielded and number of host institutions by assistance type, there is no tracking of the number of volunteers that each host institution has received during the life of the project. Through IP interviews and field visits, the Assessment Team was provided several examples of sustained support to partners and host institutions over the life of the project. Many of the implementers develop year-long action plans with their partners and hosts, which suggests that one assignment is leading to another. Some IPs stated that the partners and hosts want to first address production constraints before addressing issues of value-added processing, marketing, etc., while other IPs believe that a market must first be identified before addressing production issues. A farmer or agribusiness may increase production and reduce post-harvest losses, but if there is no place to sell their products, the impact of these assignments is still minimal. IPs generally seem to shy away from one-off assignments where only one volunteer assists a host and no subsequent assistance is provided.

To what extent are FTF assignments taking the same message/advice to other areas of a country (horizontal development)?

In many countries IPs are concentrating assistance in specific geographic regions in addition to becoming more focused on commodities, subsectors, and types of host institutions. In El Salvador, Winrock is focusing predominately in the East; in Ghana, OICI is working in Tamale, Accra, and Techiman; in Nigeria, OICI was working in the North and is now focusing more extensively in the Southeast; the India program is concentrated in three areas that are close to Delhi where Winrock is headquartered; and the Russia program concentrates in only a few *oblasts* (states). This clustering approach makes a lot of sense. It allows FTF to build strong relationships with key local stakeholders and it concentrates FTF assistance in areas where it can make a difference even with limited resources. On the other hand, as FTF becomes more regionally focused within a country, it becomes more of a challenge to take the same message or advice to other parts of the country.

Many IPs are using interesting approaches to expand the outreach of the program. Some offered creative suggestions for how FTF could better expand outreach while retaining its regional in-country focus. These approaches to information dissemination include:

- **Involving Local Specialists and Institutions in the FTF Assignment:** Many IPs are involving agricultural extension agents, agricultural support organizations (associations, cooperatives, etc.), other international and local partners, and government agencies in assignments. Specialists from these institutions are able to interact with the volunteer directly, debrief volunteer at the end of assignments, participate in trainings, and receive copies of materials and reports prepared by volunteers. This builds the capacity of the local specialists and institutions and enables them to share the volunteers' recommendations and information within their stakeholder community. Therefore, a volunteer may only work with a handful of hosts but the information provided can be spread to a much larger group.
- **Seminars and Workshops:** Many IPs would like the opportunity to organize topical workshops and invite a range of hosts, partners, agricultural support organizations, leading specialists, and government officials to address key issues. This would be a cost-effective approach to disseminating best practices and exchanging information with the industry community. Unfortunately, most IPs feel that there is no budgetary mechanism to allow them to organize and pay for these workshops and seminars. The Assessment Team recommends that FTF allocate funds for one to two events per year per region or country and deduct this from the cost per volunteer day targets.
- **Publication and Distribution of Volunteer Recommendations:** Over the years some IPs have taken volunteer recommendations on specific topics such as animal husbandry, meat-processing techniques, crop production, etc., and consolidated the recommendations into one manual or publication for distribution to hosts, agricultural support organizations, and government ministries. This is also a good way to promote the program and reduces the need to constantly field volunteers to address the same issues. There are costs associated with publishing these manuals or information sheets and distributing them to relevant stakeholders.
- **Promotion of Volunteer Recommendations Through Agricultural Journals, Newspapers, and Other Media:** FTF should also support and facilitate the placement of volunteer articles in local agricultural journals, newspapers, etc. Volunteers should also be encouraged to conduct interviews with local radio stations and other media that may be used by FTF's target audience.

Are there best practices that might help FTF achieve greater impact? A number of volunteer assignments help individual enterprises. To what extent have implementing partners developed and carried out strategies to share these recommendations beyond the immediate enterprises? What are some best practices, such as using Chambers of Commerce, business associations and cooperatives? Are there other more effective ways to maximize the spread of impact? Have business development service and financial service approaches been effective ways to maximize the spread of impact?

Although the people-to-people dimension of FTF may have been given more emphasis in its early days, the legislation certainly anticipates that the program will have an impact in recipient countries. Implementers have struggled with the problem of how to enhance the program's impact since its inception, given the nature of the resources that are available. By all reports, the program has evolved into a successful technical assistance program and the IPs have become more effective over the years in enhancing program impacts with what is basically a very limited tool – i.e., two to three weeks of one person's time (albeit the time of an expert). This has been due to a number of changes that have taken place in the way in which programs are designed and implemented as well as the greater use of certain techniques that can help enhance impact. These include:

- **Working More with Host Institutions and Less with Individuals:** This shift, from working primarily with individual farmers to working more with host institutions, including firms, producer organizations, associations, NGOs, etc., began early on and has expanded the numbers of people reached by the program; depending on the capacity of the host institutions, it has also increased the likelihood of both in both the short and longer run.

- **Selecting and Working with Strong Host Institutions:** One person can have a considerable impact working with a strong host institution – e.g., when the institution not only needs the specific technical inputs that can be provided by a volunteer but also has the interest in and capacity to make use of this expertise, including the ability to provide the other complementary inputs necessary to put volunteers’ recommendations into action. As a test of interest, IPs require that hosts take care of many of the in-country costs of a volunteer’s assignment. Although this is good practice in general, if implemented too rigidly it could eliminate some hosts that might be able to make good use of volunteers’ inputs even though they do not have the ability and/or interest to cover all the costs that are part of the standard operating procedures for a given IP.
- **Working with and Through Partner Institutions:** This strategy has been particularly effective in cases where the number of host institutions with the capacity to make effective use of FTF inputs is limited. In these situations many of the IPs have found it useful to work through other development organizations that are able to provide many of the complementary inputs that are necessary to take advantage of the time-limited inputs from the FTF volunteers and have a continuing presence on the ground. Various IPs have successfully partnered with their own organizations and other USAID and USDA contractors and cooperators, as well as with other U.S. NGOs. In El Salvador, for example, Winrock International is partnering with the International Institute for Cooperation in Agriculture (IICA) (a specialized agency of the Inter-American system) on horticulture, with Technoserv on a USDA-supported dairy development project, and with World Vision and Intervida, a Spanish NGO. Land O’ Lakes (LOL) is also using a partnership model in Southern Africa, partnering with CRS, CLUSA, and ACDI/VOCA in Angola, with a USAID Mission-supported LOL dairy development project in Malawi and Zambia, and with CLUSA, Technoserv, World Vision, and Africare in Mozambique. Good host institutions appear to be more difficult to find in some of the poorer countries, where there are fewer institutions and a lower number of highly developed institutions operating in the agricultural sector. It is in these countries, in particular, where closer alignment with Mission objectives and even program integration becomes an essential element of a successful implementation strategy.
- **Providing One Host with Multiple Volunteer Assignments:** This approach seems to have become more common in recent years, as IPs have narrowed the focus of their programs. Since most hosts have multiple technical needs, particularly in the poorer countries with weaker institutions, it has increased the likelihood of impact. There is a trade-off, however, in that intensifying efforts with one host may produce greater impact, but on a more limited basis than work with a greater number of hosts. Country directors are in the best situation to determine which approach make most sense in each situation. When using this approach, IPs also need to develop a graduation strategy specific to each host.
- **Using Repeat Volunteers:** The implementers at headquarters and in the field were unanimous in their belief that repeat volunteers are the most effective. The downside, which was also recognized, is that too many repeat volunteers can make it harder to replenish the volunteer pool. Plus, from a people-to-people perspective, the use of repeat volunteers may also need to be balanced with the objective of involving more people both in the sending and receiving end of the program.
- **Clustering Volunteers:** With the new emphasis on focus areas, many IPs are finding it even more useful to cluster volunteers along the commodity value chain that they are focusing on or among several hosts providing the same or similar agricultural support services. In some cases, this involves providing several volunteers to work with the same host, beginning with assistance in dealing with a production problem, for example, and then moving on to help the host deal with marketing and/or processing problems and develop a business plan. This is no substitute for finding strong hosts to work with that have most or all of the complementary inputs necessary to make effective use of the volunteers’ assistance, or a strong partner that can assist with these inputs.

- **Piggybacking Volunteer Assignments:** This includes using one volunteer to work with several hosts, in several areas of a country, and/or in several countries during one trip. Although the logistics may be difficult, this can be an efficient use of resources and can help expand program impact.
- **Using Associations, Cooperatives, Chambers of Commerce, Anchor Firms** to transfer the knowledge and recommendations provided by an individual volunteer assignment beyond the immediate host. These approaches are being used by individual IPs, but not consistently. Volunteers tend to be most effective when they are able to develop a close relationship with a specific host. However, more could be done at the country level by prioritizing assignments with the potential for a broader impact and designing assignments so that their spread effects are emphasized.
- **Transferring Knowledge Through Training Courses and Seminars:** The degree to which this approach is used seems to vary considerably across IPs and country programs. Some argue that training programs, although they can reach a larger number of people, may actually have less impact than more individualized technical assistance that is focused on solving problems unique to a particular host. Sometimes it is possible to combine more formalized training with individualized technical assistance. For example, a recent volunteer to El Salvador spent the first week of his assignment providing five days of training in food safety and microbiology to 35 participants from food quality laboratories, universities, government agencies, and the food industry, and the second week working more closely with several participants, helping them put some of the techniques that were presented during the first week into practice in their own laboratories.
- **Providing Volunteer Assignment Support Funds:** Some IPs provide volunteers with a small amount of funds which can be used to facilitate and complement volunteer activities, to help pay for the translation of training materials, for example, or organize workshops. Although those that are knowledgeable about such programs believe that this can enhance and multiply program impact, this approach is not in wide use within the FTF program. The FTF Assessment Team believes that this is a best practice that should be encouraged. It recommends that FTF add a provision to the next RFA that requires every organization that submits a proposal to set some money in its budget to fund these activities (\$300 to \$500 per every 15 volunteer days, for example). Since the IPs are competing in part on the basis of the cost per volunteer day of their programs, such a requirement will probably be needed as a way to extend this practice across all the programs.
- **Follow Up on the Part of IP Country Staff:** Country staff have a key role to play in following up with hosts after the volunteers have left to help them assess and put into practice the volunteer recommendations. In some cases, the FTF country staff may be able to provide direct assistance themselves, one reason why the program needs highly qualified and experienced country staff. Country staff may also be able to identify gaps that could be filled by other resources available in-country or by additional volunteer assignments and steps to broaden program impact. At times, such assistance can make the difference between impact and no impact. The Assessment Team is concerned that country staff, especially in countries with small programs, may not be spending enough time on enhancing and expanding program impact because of the amount of time required to measure and report on impact. In short, there is a trade off between enhancing impact and measuring and reporting on impact.

Still, more can be done to enhance and expand the impact of the FTF program. For example, more attention could be paid to expanding program impact and selecting and designing volunteer assignments so that they would have a stronger multiplier effect, giving lower priority to assignments that only directly affect a few people with little chance for impact beyond this small group. These trade offs can only be made at the country level, which reinforces the importance of having a strong country director, one who can think creatively and is entrepreneurial as well as knowledgeable and experienced.

Are the partners making sure that FTF assistance is not distorting the market by giving competitive advantage to one enterprise over another?

This is a potential problem when working with farmers as well as firms in the United States as well as in the FTF countries. To promote development, one has to work with the people and organizations that are more open to change, and able and willing to take on some of the risks inherent in adopting new ideas and practices. The solution is not to avoid working with individual hosts, be they farmers or firms, but to find good hosts to work with, hosts that are willing and able to be innovators and among the first adopters. In some cases, programs may have sufficient resources to provide another round of assistance to additional hosts. In cases when this is not possible, the IPs need to be very open about sharing information and finding mechanisms to distribute information so that other individuals and organizations have access to the same information.

What role if any does leveraging FTF resources with other long-term development programs have in maximizing impact?

This issue is discussed extensively in the previous section on **Strategic Considerations**. Leveraging FTF resources through partnerships arrangements with other organizations and development programs does enable the program to expand and enhance its impact. This can also have its downsides, if the goals and objectives of the longer-term program, which is also likely to have more resources, take precedence over the goals and objectives of the FTF program, for example. FTF managers may also have problems determining what portion of the results can be attributed to the volunteers' assistance when their programs are closely integrated with larger, longer-term programs. It is important for FTF managers to recognize this dilemma and work out in advance of any partnership how FTF can best collaborate with long-term development programs while not losing sight of its own purpose and need to report on results.

FUTURE DEMANDS OF THE PROGRAM

Some of the IPs have used analyses of value chains to help them identify their focus areas. Because this is a complicated and time-consuming process, IPs tend to make use of analyses that are already available, as was discussed in more detail in the previous section on **Focus Areas**. Once a commodity area focus has been selected, country directors also need information on the value chains for these commodities to help them identify potential hosts and areas for volunteer assignments. What is needed here is some idea of where the weaknesses are in the value chain. Some of this information may be available from the analyses used to make the initial commodity selections. However, country program personnel will need to update this information periodically based on their own reading and interviews. Volunteers may also be able to contribute to this process, helping identify weak links in the value chain as well as periodically update information on markets and future trends.

The path of least resistance is to start with the constraints to increasing production, but this could be for naught if other constraints along the value chain are not dealt with, and, in particular, if market needs are not being addressed. This can also be the result of a country team whose composition is too weighted toward staff with strong production backgrounds. There are some instances when a single-minded focus on increasing production might be warranted. An example is Nepal, where Clubroot disease resulted in previously successful cauliflower producers losing up to 100 percent of their major commercial crop. In this case, a good market for what these smallholders were producing already existed. However, more programs would do well to heed the advice that is part of a training package for a small farmer market-driven agricultural development program in Bolivia. The picture is of a young woman holding a square watermelon, with the caption – Produce What the Market Wants – coupled with the advice that if the market wants square watermelons, that is what you produce.

The continued reference to the need to move up the value chain tends to obscure what are the more serious shortcomings in some of the FTF programs. The underlying problem in some of the programs is that they are too production-driven, with insufficient attention being paid to the demands of the market. The analysis of the value

chain should start with an understanding of the scale and nature of market demands and then move down the chain to identify the opportunities for and constraints to responding to the needs of the market. The end result may be that more volunteer assignments need to work with hosts that are higher up the value chain, including processors and marketing agents. But at the country-level, this movement up the value chain should come about as a result of an analysis of weaknesses along the chain and not because of some preconceived notion about the importance of working more with agribusinesses.

To what extent do FTF implementers perform value chain analyses, how accurate are they and do they help to inform program management decisions?

This topic is discussed in the **Focus Area** section of the report.

Has there been a shift in FTF assistance up the value chain, with less focus on production, and more assignments in processing, packaging, transportation, marketing and finance?

IPs reported during the interviews that they are moving up the value chain and focusing more on processing, marketing, new product development, packaging, etc. However, the Assessment Team's impression during our visits to the country programs was that a large percentage of the projects were still focused on farm production. This assumption is further supported by an analysis of FTF Table 3 (Data on Volunteers: Classification of Their Technical Assistance, and Commodity Chain Placement). The Assessment Team's analysis concluded that only 31 percent of the total volunteers have primarily focused on processing or marketing (in essence, assistance up the value chain). This percentage was smaller than expected, which may be a reflection of the production paradigm that still drives some of the programs.

Classification of Volunteer Technical Assistance by Commodity Chain Activities						
Region	Support Services	Production	Processing	Marketing	Processing & Marketing%	Total Volunteers (2004 - 2006)
South Africa	11	2	0	11	45.83%	24
Central America	63	71	19	48	33.33%	201
Central Asia	79	171	65	29	27.33%	344
Asia	29	68	12	13	20.49%	122
Ethiopia	10	6	2	6	33.33%	24
Caribbean	7	33	5	7	23.08%	52
West Africa	11	17	15	10	47.17%	53
Southern Africa	40	31	10	3	15.48%	84
West NIS	68	96	16	74	35.43%	254
East Africa	36	17	14	14	34.57%	81
Caucasus	38	138	63	17	31.25%	256
Russia	120	141	113	24	34.42%	398
TOTAL	512	791	334	256	31.17%	1893

If so, what are the implications, such as finding qualified volunteers?

Several IPs did state that the type of volunteers required for agribusiness, marketing, and processing assignments are different and require a different recruitment approach. This means less demand for farmers, extension agents, and professors, and more demand for agribusiness professionals, business-oriented specialists, marketing experts, and specialists with skills in processing. As was stated in the **Balancing Cross-Cultural Exchanges and Development Impacts** section of the report, as FTF works with more sophisticated hosts, the volunteers need to possess a higher level of knowledge about more specific topics. The IPs need to continue to adapt to the changing nature of their hosts' needs and augment their recruitment strategies to locate more agribusiness professionals.

If so, what are the implications in finding qualified and committed host institutions?

As IPs move up the value chain the program may become less demand-driven and require more proactive marketing of FTF services to mid-size and large agribusinesses, value-adding processors, supermarkets, agricultural support organizations (associations, cooperatives, etc.), and other industry stakeholders. For example, an IP may decide to concentrate on dairy processing in a particular region of a country, but there are only a handful of dairy processors operating in that area. Failure to encourage those processors to work with FTF will ultimately require a change in focus. This means that FTF will have to do more targeted marketing to anchor firms and key host institutions and explain the benefits of the program and encourage them to receive FTF assistance. IP staff need to be able to discern how committed the new firms are to the program, their willingness to adopt the recommendations of the hosts, and their capacity and desire to strengthen forward and backward linkages with input suppliers, producers, wholesalers, and retailers. At first FTF may need to be creative in encouraging these firms in order to demonstrate the effectiveness that volunteer assistance can have on their bottom-line. This may require a lessening of in-kind requirements on initial volunteer assignments and new approaches that demonstrate the potential economic benefit to a targeted host institution firm.

Recommendation:

The following recommendation is intended for consideration during the current phase of the FTF program.

- FTF should continue its transition to greater assistance on facilitating market linkages, supporting areas of market growth, and concentrating assistance at all levels of the value chain, including assignments focused on agribusiness development, processing, marketing, packaging, and backward and forward linkages. This is not to say that there is no room for production-oriented assignments under FTF, but IPs should ensure that there is market for the targeted product and that significant growth potential exists.

M&E AND IMPACT MEASUREMENT

What are some of the best practices on measuring impact? What training would be useful to improve M&E? To what extent can/should FTF monitoring rely on that of an existing project or data source? Are the implementers aware of their responsibility to assess and document the quality of the data they collect? What are some best practices that can be added to the FTF Manual? How do USAID and the FTF implementers use M&E and impact measurement information (i.e., reporting, program planning, etc.)? Does the current M&E system(s) adequately address each of those needs?

To many involved with the FTF program within USAID and the IPs, measuring the program's overall impact has been one of their greatest challenges due to the disparate nature of the focus area, the provision of short-term volunteer assistance, and the differences inherent in each region of operation. Narrative examples of the results, successes, and impacts of the program in each country and regional program are abundant. However, the "sound bite" answer on overall program impact cannot be easily found. There is no FTF equivalent of the impact of immunization programs on eradicating diseases around the world and no clear simple statement of what FTF has achieved in the aggregate.

One USAID representative interviewed by the Assessment Team argued that reporting on impact ought to give an idea of what amounts to a return on investment – in other words "for \$10 million, are we getting \$5 million? \$10 million? \$15 million? In results?" While this idea of "what are we getting?" is a very relevant way of trying to get at simple statements of impact, one is faced with great difficulties in trying to answer such a question about what the program as a whole has achieved, without watering down the true value, depth, and breadth of the impacts achieved by each individual country program.

On the other hand, several other people that were interviewed questioned whether the FTF program should even

be expected to have a “measurable” economic impact, given the limitation of the resources that the program has control over – basically, two to three weeks of a limited number of volunteers. Several also questioned whether the quantitative indicators of impact that USAID has been promoting are necessary to justify the program to its key stakeholders, such as the U.S. Congress. Well-written and documented success stories, several suggested, would probably be more effective.

USAID Program Reporting

Current Reporting Practices

USAID requires the IPs to report on a number of basic indicators on program inputs and outputs each year (Tables 1-8). These include some basic descriptive indicators, such as:

- Number of volunteers (male and female)
- Number of volunteer days completed; number of volunteers by state of residence (male and female)
- Number of volunteers by type of organization being assisted
- Number of direct beneficiaries (male and female)
- Number of beneficiaries receiving training (male and female)
- Number of indirect beneficiaries

The IPs are also required to report on the value of inputs invested by country and focus area, including providing estimates of the average program cost per volunteer per day and the value of other program inputs (including the value of the volunteers’ professional time and additional resources mobilized by the volunteers in the United States and mobilized/contributed by the hosts).

In addition to these output indicators, USAID also requires that the IPs report on several standard measures of impact (Tables 5 and 6), including, but not limited to:

- Number of hosts adopting volunteer recommendations
- Number of hosts reporting improvement
- Increases in gross value of sales, revenue, and incremental net income

USAID FTF uses this data to report on the program, including aggregating the data and providing it to EGAT for use in meeting its reporting requirements as part of the Agency-wide reporting system. USAID also uses the data to respond to numerous other requests from within and outside USAID for data and reports on the program. The demands for reporting information on FTF from within USAID and from other U.S. Government agencies is extensive, given the unique nature of the program and the myriad of initiatives and activities that FTF supports. Examples of how USAID uses the standard data collected include: the Indian Agriculture Knowledge Initiative (AKI); USAID Dairy earmark reports, Initiative to End Hunger in Africa (IEHA); Report on Uzbekistan for the State Department Office to Monitor and Combat Trafficking in Persons (TIP); a special report on capacity building and training for EGAT; an FTF program summary of coffee activities over the current life of project; Avian influenza assignments for Mission buy-ins; preparation for the new U.S. Farm Bill; U.S. International Food Assistance Report; U.S. State Department Report on the NIS Region; USAID Performance and Activity Report (PAR) indicators; and EGAT Report on Minority Serving Institutions (MSI). USAID also uses data from the tables to gauge individual IP performance, but the Assessment Team believes this information has less utility as a tool for monitoring individual IP performance than the individual results frameworks developed for each country program.

Aligning Current Practices with the New Agency Performance System and Indicators

USAID has undertaken a significant overhaul of its overall strategy and the way the Agency tracks and reports on

program activities and results. As part of this new framework, USAID has developed program elements and indicators for each of the key areas of operation, including agriculture. The new indicators that have been identified for each of the program elements are basically output indicators, although the designers of this system also tried to identify one outcome indicator for each of the program elements.⁸ The reason the system was designed this way is that senior management decided that it wanted to be able to report on what the Agency is getting for its money the first year after resources are made available, and this, the designers argue, is too short a time period to expect to see much of an impact. In other words, the designers of the system selected output indicators rather than outcome or impact indicators because they believe that this all that most programs can expect to accomplish in one fiscal year. The designers also argue that it is very difficult to collect impact data on an annual basis. Operating units are expected to need additional customized indicators that they can use to help manage their own programs, but these are also expected to be output rather than impact indicators.

Examples of USAID Performance Indicators That Could Be Used by the Farmer to Farmer Program

- Number of producer organizations, water user associations, trade and business associations, and community-based organizations (CBOs) receiving U.S. Government assistance
- Number of agriculture-related firms benefiting directly from U.S. Government-supported interventions
- Number of individuals who have received U.S. Government-supported short-term agricultural sector productivity training
 - Number of women
 - Number of men
- Number of new technologies or management practices made available for transfer as a result of U.S. Government assistance
- Number of additional hectares under improved technologies or management practices as a result of U.S. Government assistance

Each USAID program will need to be able to report against these new standard indicators established for the applicable program element. This means that the FTF program will need to bring its current core program indicators into alignment with the new USAID performance indicators for agriculture. This work is already underway and needs to be completed in time to provide EGAT with the required information for the selected indicators by the end of FY 2007 (i.e., the end of September 2007).

The Assessment Team has reviewed the program elements and indicators and offers

examples of some of the indicators that could be selected for use by the FTF program in the accompanying box.⁷ The Assessment Team attempted to select indicators that are similar to the ones already tracked by FTF in order to minimize changes to the current system and to ensure that the information collected will still enable USAID FTF to continue to respond to ad hoc report requests from within USAID and other U.S. Government agencies. For example, the current Table 4, “Data on Hosts – Description of Institution Types (Legal Enterprise or Association Status) by Country and Focus Area,” could be used by FTF (particularly with some small adjustments to the host types categorized) to report on the first two indicators in the box – the “number of producer organizations, water user associations, trade and business associations, and community-based organizations (CBOs) receiving U.S. Government assistance” and the “number of agriculture-related firms benefiting directly from U.S. Government-supported interventions.”

The Assessment Team also believes that it would be worthwhile for FTF to use this occasion to reassess each of the indicators included in its basic indicator tables with the objective of eliminating some of those less frequently used and streamlining its current reporting requirements. This can start immediately, but the Assessment Team suggests that immediate changes should be restricted to reducing the current indicators. In our opinion, adding new indicators or making major changes in existing indicators may be too drastic a change at this time and could make it more rather than less difficult to accurately report on the current program.

These caveats do not apply to the new program, however. The Assessment Team suggests that the review be a complete one in anticipation of the new RFA and include assessing whether and how each of the current indicators is being used – whether for reporting purposes and/or to inform management decisions – and how frequently. After reviewing these various purposes and needs, USAID should determine which indicators meet the

⁷ The relevant objective is *Economic Growth*, the program area is *Agriculture*, and the program element is *Agricultural Sector Productivity*.

following three criteria: (1) ability to aggregate data to demonstrate FTF program wide performance; (2) ability to report against the new Agency-wide operational plan matrix; and (3) the ability to respond to frequent ad hoc requests on program activities and results.

Once a revised set of indicators is identified, USAID and the IPs will need to work on developing standardized definitions for each of the indicators. Some of the issues that can arise as a result of a lack of standardized definitions are discussed in more detail in the following section on **Impacts Achieved to Date**. As an example, USAID and the IPs should come to an agreement on whether and how they should keep the “indirect beneficiary” category, and, if so, what the criteria are for including individuals/organizations in this category.

Measuring and Reporting on Impact for the Program as a Whole

As a general practice, the IPs and/or their partners check back with the host after volunteer assignments to determine whether and how the recommendations are being used, assess constraints to adoption, and identify other steps that need to be taken to assist the host and increase the impact of assignments. The latter can include identifying the need for additional assignments in the same technical area by the same or other volunteers with the same or other hosts and/or assignments with the same host in different technical areas. This information is crucial to the IPs as an input into key decisions related to volunteer assignments, hosts, partners, and focus areas to help them better plan and manage their programs. Country staff also use these meetings as a mechanism for collecting data from their hosts that can be used to calculate measures of economic impact.

Both USAID and the IPs have spent considerable amounts of time and effort on improving the methods being used to measure and report on program impact in a meaningful way, but many of the difficulties are inherent to the program. Improving impact assessments was an important topic of discussion at the 2006 FTF Implementers’ Conference, and the central question of Roger Montgomery’s 2004 “Review of Farmer to Farmer Impact Assessment.” USAID staff have made considerable efforts to assess the methodologies used by the IPs and to encourage the adoption of best practices. Those approaches have been shared with IPs in the FTF Manual, discussed at FTF IP conferences, and form part of on-going management guidance provided to IPs. Monitoring and evaluation and impact reporting was also a topic of discussion at the most recent IP conference. The Assessment Team believes that this meeting will be an especially useful vehicle for sharing best practices because it will bring together not only headquarters-based IP staff, but field staff as well. Key lessons learned that result from this meeting of IP field staff may be good additions to the information already included in the FTF Manual.

The IPs are very aware of the need to demonstrate program impact and their responsibility for assessing and documenting the quality of data they collect for this purpose. The problem is that they use very different approaches to collecting data and analyzing impact,⁸ which raises questions about the validity of trying to aggregate the data and using it to report on the program as a whole. Some of these differences are discussed below:

- **Methodologies used in collection of impact data:** Several of the IPs have developed monitoring and evaluation systems, methods, and forms that are specific to FTF, while some use systems that are standardized across their agricultural sector and/or volunteer programs. Some IPs have dedicated headquarters M&E staff who are involved in data collection processes while others rely exclusively on the FTF programmatic staff for this function. Some IPs place greater emphasis on volunteers’ reports, or on hosts’ self-reporting, as the basis for impact data collection and assessment while others rely exclusively on post-

⁸ The Assessment Team’s findings on how impact is measured by the IPs are consistent with what was discussed at the implementers’ conference and Roger Montgomery’s conclusions.

assignment surveys. While systems and approaches may vary, all the IPs demonstrated an understanding of the importance of having an M&E system and the need to report both output and impact information to USAID in the semi-annual reports.

- **Depth of analysis in collecting and reporting impact data:** Most of the IPs have a formal system for collecting and analyzing data and reporting impact. One implementer is using a form of partial budget analysis while others collect baseline data with results based on follow-up surveys 6 – 12 months after the assignment. While all of the IPs reported that they had a formal M&E system, 3 out of 12 implementers reported incomplete or no impact information in their semi-annual reports through March 2006, the first report in which IPs were asked to show impact data.
- **Frequency of data collection and reporting on impact:** The frequency of data collection and reporting on impact also varies by IP. Winrock (Latin America, Asia, and Central Asian Republics) programs, ACDI/VOCA in Russia, and CNFA in West NIS evaluate impact once per year; other programs evaluate impact after varied time periods, from three to nine months after a volunteer's assignment.
- **Quality of available information from hosts:** The quality of the data collected and information provided to IPs varies due to differences in the accuracy of record-keeping, cultural norms, and literacy rates, etc. While the IPs revealed concerns about the quality of available information due to these factors, all are working to develop systems that would help mitigate these concerns and enable them to report the information required by the program.

The newest impact indicator – *incremental net income*⁹ – has generated the most discussion. It was added to the core indicators after the current FTF programs were awarded. The Assessment Team found that many of the IPs are still struggling to collect the data needed for the analysis and were concerned that they may never be able to get the required information from their hosts. In addition to difficulties in collecting the necessary data, the Assessment Team learned that the data collection and analysis required absorbed a lot of time, that many assignments are too broad to complete the required analysis, and that most volunteers and even country staff lack the technical training and experience needed to complete and assess the estimates required. Further, many assignments do not lend themselves to this kind of analysis. The end result is that the estimates of increased incremental net income vary in quality and offer a distorted picture of the program when aggregated, given that 86 percent of the increase in incremental net income for the overall program is attributed to the NIS programs. This issue is discussed further in the section on **Impacts Achieved to Date**.

These estimates could be improved, but this would be costly in budgetary and human resources and would not be worth the effort. This is not a question of whether one can develop a finely tuned measure of economic impacts, but whether one should rely on information that is easier to attain, given the costs and the nature of the FTF program and the limited resources available to it. One of the biggest problems with this indicator is the opportunity costs to the program in terms of staff time, as it takes them away from working with volunteers to enhance their performance and with partners/hosts to help implement volunteer recommendations, expand impacts, etc. – all problems raised by the IP staff interviewed.

For these reasons, the Assessment Team recommends that the FTF discontinue its requirement that the IPs report on increased incremental net income and rely instead on other aggregate impact indicators currently in use, such as *increased gross value of sales* and *increases in the host's revenues*. Data on sales is a much easier figure to obtain from hosts, either by requesting sales or income data or by finding out the total number of products or commodities sold in a given period and multiplying that by the average price for the product during that time.

⁹ Increased incremental net income refers to the increase in incremental (“with” adoption of volunteers’ recommendations, less “without” adoption of recommendation) net (after subtracting production costs in both cases) income generated by relevant hosts in this category.

Focusing on gross sales and income would also decrease the analytical burden on the staff responsible for producing the increased incremental net income estimates. While the Assessment Team is aware that incremental net income may be a more precise measurement of the impacts on an individual host, measures of gross sales or revenue represent the best trade off in that they allow FTF to report a very relevant measure of program-wide impact while answering concerns about opportunity costs and the burden on staff time of collecting more precise firm-level information. There is a full discussion of the comparison of current increased incremental net income results versus increased gross sales in the section on **Impacts Achieved to Date**.

With respect to the *future program*, USAID and the IPs need to be creative and flexible in developing an approach to assessing economic impact that is better tailored to the nature of the FTF program and takes into account the differences across countries and IPs. It might make more sense to only require reporting on program economic impacts at the midterm and end of the project, for example, which would be more consistent with the new Agency approach, which does not require its operating units to report on impact on an annual basis. More thought should also be given to undertaking more in-depth case studies of success stories or assessments of the transfer of similar technologies (e.g., green houses in different environments). Thought could also be given to a possible evaluation during the final year of the program as a way to develop information about a range of impacts. Such an evaluation could include information on impacts that might be difficult to measure or quantify, not just short-run economic impact at the firm level. Organizational strengthening may be a big issue in some programs, for example, and the adoption and spread of technology a key aspect in others.

Monitoring and Assessing Individual IP Performance

Give Priority to the Planning Matrices

While aggregate data is useful for USAID and the IPs for Agency reporting and telling the story of FTF impact to external audiences, it does not provide the program with a basis for monitoring progress toward results on a region and country level or as a basis for FTF to assess the performance of the individual IPs. The box shows an example of why data such as increased net incremental income, collected in order to allow aggregation, may not be a good representation of the performance or achievements of individual regional or country programs.

Each of the regional programs prepared a country-level planning matrix outlining the Goals, Objectives, Targets, Indicators, Means of Verification, and Inputs/Activities for each country and focus area targeted for FTF assistance over the life of the project. The planning matrices are specific to each country program and while they include the “standard” FTF impact indicators, they also include additional indicators relevant to the focus area in that country. During the current life of the program USAID informed the IPs that they did not have to report against the planning matrices, but does

Limitations of Standardized Impact Reporting

A comparison of the impact reporting for two countries the team visited, Ghana and El Salvador, shows that the data collected on the standardized tables does not tell the full story of what is a successful program, or one with prospects for impact.

Using only the information provided in the standardized reporting tables,

- In Ghana, 7 hosts have generated \$3,900 in increased incremental net income. The Ghana program has worked with only 7 hosts. 42 volunteers (765 volunteer days spent in the country) were fielded to Ghana to date.
- In El Salvador, 12 hosts have generated \$3,400 in increased incremental net income. These hosts were the only ones out of the 27 the program has worked with, for which quantified economic impact was reported to have been generated. 40 volunteers have been fielded to El Salvador (611 days in country).

In this example, the two counties are showing comparable impact in increased incremental net income, through a comparable number of volunteers. Using only this measurement of impact would lead one to conclude that the countries had achieved similar impact. However, there were many more hosts assisted in El Salvador than in Ghana (27 versus 7), and many which were not considered relevant to this category but which may have benefited immensely from the work of the volunteers.

Success stories and other narrative demonstrations of impact are needed to paint a full picture of both of the country programs. This example shows the need to be cautious when consider comparisons among country programs using only standardized indicators; and further underscores the importance of allowing country programs to determine what indicators of impact will best demonstrate their country’s achievements.

encourage them to continue to collect the data and track progress against the indicators developed as a program management tool. Some of the IPs are still reporting against their planning matrices in their semi-annual reports, such as the ACDI/VOCA Russia Program, the Land O' Lakes Southern Africa program, and the CNFA West NIS program, to name a few. While the reporting is typically embedded in the body of the report, the Assessment Team still found the information provided a good illustration of the impact that the program is achieving on a regional and country level. Examples of the planning matrices can be found in **Annex 8**.

Therefore, the Assessment Team recommends that USAID use a planning matrix format unique to the individual country or region to assess program performance, including any impact to date, and that attempts to aggregate economic impact data be restricted to that needed for responding to program-wide reporting requests.

Reduce Formal Reporting Requirements

Since USAID reports on its performance as a whole only once a year, it may not be necessary for the IPs to submit semi-annual reports. USAID has eliminated the requirement for quarterly reports, but requiring the IPS to prepare detailed semi-annual reports puts a burden on staff which may be diverting scarce resources away from improving program implementation and expanding and enhancing impact. Staff members from several IPs reported that they have to limit the number of volunteers in the field for around one month around the time of each reporting cycle. In other words, some of the programs could be losing at least two months each year to gathering data on impacts and writing reports. This is a particular issue for the smaller country programs, where staff are limited, and also in country programs staffed with host country nationals who are less experienced in preparing reports for a USAID audience. As one of the implementers put it, "I would much rather dedicate our people resources to meeting with host and designing quality assignments and nurturing the volunteer pool, rather than writing reports." The requirement also requires USAID staff to review and comment on 12 detailed reports each reporting period, placing additional management burden on the USAID FTF management team. In suggesting the possibility of eliminating one of the two reports, the Assessment Team is signaling attention to the possibility that streamlined progress reporting – whether elimination of a required report or limiting the required elements within reports – may further strengthen the programs by eliminating a constraint on scarce staff resources. The Assessment Team recognizes that if only one annual report were to be required of the IPs, it may be necessary to consider adjusting the timing of submission of that report to allow USAID FTF to aggregate data and respond to its own annual reporting requirements.

Introduce a Strategic Assessment Process at Mid-term

For the next RFA, USAID FTF and the IPs should consider undertaking a more strategic assessment of program performance at mid-term. The FTF staff has been reviewing performance each year with the IPs; however, it could make the mid-term review more strategic, allowing this to serve as a time to think more strategically about the program as a whole, not simply assess progress toward existing targets. Such an assessment should include a review of program approaches, including focus areas and partners, in terms of past and prospective performance and within the context of the broader environment and the changes that have taken place in this environment since the project was designed; identify constraints and difficulties as well as successes; refine targets; and identify any changes that might be needed in focus areas, partners, approaches, etc., that would help improve program performance and enhance impact.

Recommendations:

The following recommendations are intended for consideration during the current phase of the FTF program.

- Begin work immediately, ideally through the mechanism of a joint working group with the IPs, to:

- ✓ Select several indicators from among the Agency's new, standardized indicators to include in its core set of indicators and make the necessary additions/revisions to the current set to be responsive to the new framework. Make only minimal revisions to the current FTF reporting tables as necessary to address Agency directives.
- ✓ Develop standardized definitions for each of the indicators remaining on the basic list.
- Drop the requirement to report on increased incremental net income and retain the other impact-oriented indicators that also demonstrate results but are easier to report on, such as increased gross sales or income.
- Begin thinking, in anticipation of the new program and in collaboration with the IPs, about alternative ways for the FTF program to learn about program impacts and about the relative merits of alternative strategies and approaches to program implementation.

The following recommendations are intended for the next round of the FTF program and should be considered when drafting the anticipated RFA.

- In preparation for the next RFA and new phase of the program, USAID should undertake a review all of the indicators, understanding whether and how each of the current indicators is being used, whether for reporting purposes or to inform management decisions, and how frequently.
- Use the individual results frameworks identifying the objectives for each of the focus areas by country as the basic tool for monitoring IP performance. These matrices could also be used as the focus for reporting on impact (see further discussion below and in the following section on **Impacts Achieved to Date**).
- Drop the requirement for a semi-annual report and use each of the IPs annual work plans together with results frameworks for the first half of the new fiscal year as a basis for reviewing progress mid-term.
- Include specific requirements for a mid-term assessment in the next RFA. This will enable the FTF office to take a more strategic approach to the annual review at the mid-term, encouraging the IPs to assess whether they need to take any mid-course corrections in focus areas, for example, or with respect to hosts/partners as a means to improve performance and enhance and expand impact during the remaining years of the project.

COMPONENT C: IMPLEMENTATION PROGRESS

Implementing Agency Progress

This section of the report describes the progress made to date in implementation of this current round of cooperative agreements under the Farmer to Farmer (FTF) program. The Mid-term Assessment Scope of Work was clear that the team should “rely on existing documents for this task,” including semi-annual reports, annual reports, work plans, and other pertinent FTF, IP, and USAID reports. Therefore the data used in this section is taken directly from the 2006 Annual Reports submitted by the implementing partners.¹⁰ Cooperative agreements under the FTF program were issued for the period of September 30, 2003, to September 30, 2008, for the worldwide program (comprised of Latin America/Caribbean, Africa, and Asia/Near East regions) and for the period of September 30, 2003, to September 30, 2007, for the NIS program (comprised of the Caucasus, Western Newly Independent States, Central Asian Republics, and Russia). A total of \$45,390,447 was issued to 12 grantees¹¹ under the current phase of the program. The planned breakdown of expenditures and outputs (volunteers fielded and total volunteer days) was the following:

FTF Planned Expenditures and Inputs: September 30, 2003, to September 30, 2008

Region	Total Award	% of Total Award	Volunteers Planned	Volunteer Days Planned
Latin America/Caribbean	\$5,954,883	13.12%	526	8,216
Africa	\$12,381,532	27.28%	876	17,443
Asia/Near East	\$2,999,900	6.61%	228	3,876
Subtotal worldwide	\$21,336,315	47.01%	1,610	29,535
Caucasus	\$4,197,204	9.25%	234	3,978
West NIS	\$4,917,405	10.83%	316	5,688
Central Asian Republics	\$7,639,751	16.83%	502	8,834
Russia	\$7,299,772	16.08%	484	8,470
Subtotal NIS	\$24,054,132	52.99%	1,536	26,970
Total Farmer to Farmer	\$45,390,447	100.00%	3,166	56,505

This section of the report describes implementation progress made to date, with attention to considering progress against these planned targets at the level of the regions as well as for individual implementers. Further, the Assessment Team has analyzed whether current implementation to date – inputs (expenditure, volunteers, and in-kind contributions), outputs (beneficiaries), impacts, and cost efficiency – is consistent with the achievements envisioned and expenditure allocated to each region.

¹⁰ The total expenditure to date reported by ACDI/VOCA Caucasus exceeded the total amount allocated for the 9/30/03 – 9/30/07 cooperative agreement, likely including expenditure since 1999. Because this amount skewed the analysis of expenditure data and the expenditure for current period alone was unavailable, a plug figure of \$3,360,000 expenditure (80% expenditure) was used.

¹¹ The Final Report uses the term grant and cooperative agreement; and grantee and IP interchangeably.

PROGRESS IN DELIVERY OF PLANNED INPUTS (Volunteers, Volunteer Days, and Various In-Kind Contributions)

Progress in Fielding Volunteers

In assessing mid-way progress toward target levels of volunteers fielded, the FTF program as a whole shows that 60 percent of the volunteers planned for the life of project have been fielded (43 percent fielded under the worldwide program and 77 percent under the NIS program). This indicates that the worldwide percentage is slightly behind schedule, while the NIS region is on track (with only one year remaining, versus two years for the worldwide programs). The following table summarizes the percentages of volunteers fielded to date in relation to the total life-of-project targets:

Region	Volunteers Planned (LOP)	Volunteers Fielded (To Date)	% of LOP Planned Volunteers Fielded To Date
Latin America	326	201	62%
Caribbean	200	52	26%
Africa	876	329	38%
Asia/Near East	228	122	54%
Subtotal Worldwide	1,610	704	43%
Caucasus	234	192	82%
West NIS	316	254	85%
Central Asian Republics	502	344	69%
Russia	484	398	82%
Subtotal NIS	1,536	1,188	77%
Total Farmer to Farmer	3,166	1,892	60%

Progress in Number of Volunteer Days Completed

Percentages of volunteer days completed closely follow percentages of volunteers fielded. For the FTF program overall, 60 percent of planned *volunteer days* have been completed, and 60 percent of *volunteers* have been fielded.

While the aggregate numbers show that, for the program as a whole, the IPs are on target to completing the planned number of volunteer days over the life of their cooperative agreements, completion rates vary within regions and by implementer:

- The Latin America program (Winrock) has completed 61 percent of planned volunteer days.
- In the Caribbean, Partners of the Americas has completed only 25 percent of planned volunteer days.
- In East Africa, ACDI/VOCA has completed 47 percent of planned volunteer days.
- VSU in East Africa has completed 27 percent of planned volunteer days.
- In Southern Africa, Land O' Lakes has completed 41 percent of its volunteer days.
- Also in Southern Africa, FAMU has completed 50 percent of its volunteer days.
- In the NIS region, with one year remaining in implementation, all implementers are on target to completing

their planned number of volunteer days.

- In West Africa, OICI has completed 41 percent of planned volunteer days.
- CNFA in the West NIS has completed 85 percent of its volunteer days.
- ACDI/VOCA, operating in the Caucasus, has completed 70 percent of planned volunteer days.
- ACDI/VOCA in Russia has completed 74 percent of planned volunteer days.
- Winrock in the Central Asian Republics has completed 77 percent of its volunteer days.

The Assessment Team believes that the total number of volunteer days of assistance is more important than the actual number of volunteers. More days for volunteers on the ground equates to greater opportunities for assisting host institutions. Therefore, USAID FTF should focus its efforts on ensuring that IPs stay on target in achieving their volunteer day totals. The data above shows that 10 out of 12 programs have reached or surpassed a 40 percent completion rate of their volunteer days. Given that the program is at its mid-point, and allowing that many IPs whose numbers have been lower have ramped up their pace of implementation, one can say that more than 40 percent of the programs are generally on track in this regard. Lower than this, FTF does and should continue to pay special attention to the slow pace of implementation to ensure that IPs meet their targets for the life of the grant. The section on **Cost Efficiency and Cost Effectiveness** addresses the progress to date made by implementers in staying on target in volunteer day totals compared to the percent of expenditures made to date.

Participation of Women Volunteers

The 2003 FTF RFA required that each Offeror demonstrate an approach and methodology to “ensure results oriented integration of gender issues into program activities, particularly with regard to removing constraints and opportunities for men and women.” As part of the gender section of their proposals, most IPs committed to recruiting qualified women volunteers in agriculture and agribusiness.

- CNFA stated in its West NIS proposal, “Recruit as many women volunteers as possible so as to give hosts a taste of what they can learn from women.”
- OICI stated in the West Africa proposal and FAMU stated in its South Africa proposal, “Increase women volunteers (minority and diverse ethnic background) to participate in the program.”
- Winrock stated in its Latin America proposal, “Winrock and FIU will make a special effort to target women involved in agriculture and trade.”
- ACDI/VOCA’s Russia proposal stated, “The FTF Consortium values the involvement of women volunteers and makes every effort to identify suitable women specialists to serve as volunteers under the Russia FTF program.”

These statements clearly demonstrate that the IPs had every intention of targeting women volunteers through women professional associations, targeted advertising, and attendance at targeted events. However, at least one IP expressed concern over the difficulty of locating women volunteers in the specialized areas targeted for the program, stating that, “There is unfortunately not a large pool of women specialists engaged in dairy, livestock, and poultry production; but we will make efforts to increase our network of women with skills in these disciplines.”

An analysis of FTF program data reveals that only 15 percent of the volunteers fielded through September 2006 have been women. The 2002 FTF Evaluation cited that, of 2,302 volunteers fielded from FY1997 to FY2002, 24 percent of volunteers were women. So, while the implementers have made a renewed effort to target women volunteers through new recruitment strategies, they have actually fielded a lower percentage of women volunteers during the first two years of the current program than in the 1997-to-2002 period. The regional breakdown of percent of women volunteers is fairly consistent:

- Africa – 18 percent
- LAC – 16 percent
- Asia – 11 percent
- NIS – 13 percent

The Assessment scope of work also requested an analysis of the IPs' systems and procedures for recruiting minority volunteers. Interestingly, in the IP proposals reviewed, there was no mention of planned approaches to target minorities. Most IPs do not collect this type of demographic information on their volunteers, citing privacy concerns. This information is not required by USAID for program reporting. Thus the Assessment Team could not conduct an analysis on progress made by IPs in recruiting minority volunteers.

In-Kind Contributions, Resources Leveraged and Mobilized

In-kind contributions and other resources leveraged and mobilized in implementing the FTF program that are tracked by IPs through standard FTF reporting tables include: the value of the professional time of volunteers; the value of resources leveraged by the grantee or the volunteer in the U.S.; the value of resources mobilized by hosts; and the value of the contributions made by the host to the volunteer's assignment. There are wide discrepancies among the numbers reported by the IPs in each of these categories. This may indicate that each IP interprets the definition of each category differently or that there are differences in project implementation or across regions.

It is important to note that there was no "mandatory cost match" requirement in the 2002 RFA. The 2002 RFA defined cost share as "contributions, both cash and in-kind, which are necessary and reasonable to achieve program objectives and which are verifiable from the recipient's records" Meanwhile, the 1998 NIS FTF RFA, which was used in making the current awards in the NIS region, did have a cost-share requirement of 25 percent as stated in the RFA: "The FTF Program leverages in-kind resources, and strong preference will be given to proposals that show a minimum 25 percent private in-kind or cash matching contribution." The Assessment Team was not provided the cost proposals of the Offerors or a copy of the current IPs cooperative agreements. We are not aware of whether the IPs proposed any cost matching in their proposals, and, if so, what those amounts were. Therefore, our analysis of in-kind contributions is based strictly on the numbers reported in the FTF Tables and is solely meant to be a programmatic analysis and not an audit of the IP's financial management of the program.

Estimated Value of Volunteer Professional Time

The estimated value of volunteer professional time is based on each IP's standard estimate for the value of one day of a volunteer assistance. The total estimated value of volunteer professional time leveraged by the FTF program as a whole through September 2006 is \$13,725,356. This is approximately 30 percent of the total value of the awards issued in this round of the RFA (September 30, 2003, to September 30, 2008, for the worldwide program and September 30, 2003, to September 30, 2007, for the NIS program), and is approximately 46 percent of the total FTF program expenditure to date.

Each implementer utilizes a different rate to estimate the value of the in-kind contribution. Most implementers use a standardized rate for all of their volunteers and across regions. Land O'Lakes, CNFA, and OICI are the only implementers whose estimated daily rates vary within their regions. Though variances in the way that each implementer determines the estimated value of volunteer time make it difficult to compare across implementers and regions, this metric is nevertheless useful in the aggregate and shows an estimate of the relative value of the volunteer time compared to the awards issued. At 46 percent of the expenditure to date, the program is leveraging nearly one-half of the value of its expenditure in donated volunteer time. This a significant contribution that volunteers make to the program when compared against the real costs that would be associated with fielding the volunteers as consultants.

Estimated Value of Resources Leveraged by the Grantee/Volunteers in the U.S.

This is a measure of funds raised in the U.S. by the volunteer or grantee (implementing partner). To date, the FTF program as a whole has leveraged \$1,005,852 in the category; with \$425,465 (42 percent) coming from the

worldwide program and \$580,387 (58 percent) from the NIS program. This breakdown is consistent with the value of these two components of FTF. Regional breakdowns among the worldwide program are somewhat consistent with grant amounts (LAC 17 percent, Africa 24 percent, ANE 2 percent). In the NIS program, the Caucasus region has leveraged the greatest amount of funds in this category, with 31 percent of the FTF program total in this category. As with the other in-kind contribution types, this metric is most useful when considered in the aggregate, as definitions of what can be considered resources leveraged by the volunteer and/or grantee can vary among implementers. This is particularly the case if some implementers are considering in this category the resources leveraged through other projects they may manage in a given country, where other implementing partners do not have other projects in country. For this reason, comparing implementing partners with this metric may not be useful. However, as a whole, it can be stated that the program leverages about 2 percent of expenditure in this category.

Estimated Value of Resources Mobilized by Host

The category is defined as those funds which the FTF program managers and volunteers assist their hosts in accessing, such as sources of credit, state assistance, donor assistance, and other kinds of financial assistance. As above, the discrepancies among implementers in this category may indicate that there are different interpretations of what can or should be included here, or programmatic differences among implementers, such as implementation of a credit program. For example, the larger amounts in this category seem to come from the credit programs, such as Russia (\$2,022,972 generated by the credit program alone); Ukraine (\$2,310,555); and Zambia (increase the use of warehouse receipts – \$1,950,000). South Africa also had a significant figure reported in this category through improved agribusinesses access to the commercial market – \$2,510,700. Programs such as Winrock in the Central Asian Republics did not report any value in this category. Leveraged resources in this category range as low as \$200 in Jamaica to the higher numbers cited above. In the aggregate, \$13,250,335 was leveraged, which is 35 percent of expenditure to date. It is important to note that most IPs gather data on this category during the follow-up M&E surveys of host institutions. Given that most IPs survey their hosts 6 to 12 months after the completion of the assignment, there is undoubtedly a lag in the reporting of this data by the IPs.

Estimated Value of Host Contribution

This category is defined as contributions made by the host toward the cost of the volunteer assignment. It can be cash or in-kind contribution, including translation services, transportation, or room and board. The total amount of host contributions leveraged by the FTF program to date is \$1,329,270, or 3 percent of the value of the expenditures to date.

- The table on the following page shows the wide range of host contributions, calculated as an average per volunteer assignment. There is a significant disparity between the worldwide program, which averages \$1,218 leveraged by the host per assignment, and the NIS program, which averages \$402 leveraged by the host per assignment. The FTF program total average is \$704 per assignment. Partners of the Americas in the Caribbean and FAMU in South Africa report the highest amounts, at \$3,845 and \$3,842 on average per assignment respectively. OICI in West Africa reports the second highest average of \$1,156 leveraged per assignment. The lowest amount is reported by CNFA in Western NIS at \$61 per assignment.
- This wide range of host contributions across regions and implementers may be explained by either differences in program management (the amount of contribution the implementer “requires” of the host) or as a difference in interpretation on the part of the implementers of which costs should be considered in this category. Further information would be required to draw a conclusion. However, some trends emerge and preliminary hypotheses can be drawn to explain the wide range of host contributions across regions and programs:

It is not likely that regional differences in cost of living would account for this discrepancy between the worldwide and NIS programs. If the value of contributions such as lodging and/or meals were calculated using USG per diem rates as a base, for example, the NIS countries where such costs are higher on average would likely show much higher host contributions. Project management and implementation differences or differing

interpretation of the components of the category are more likely.

Further, the implementers managing the largest grants (those in the NIS program) have the lowest host contributions. This may indicate that there are some economies of scale among the larger programs that allow the implementer to require less of the host (to pay for more) than the smaller programs can afford.

There may also be differences in “requirements” of host contributions among implementers. The Assessment Team visited OICI’s program in West Africa and understood that the program required that the host provide lodging at a minimum to the volunteer. At current U.S. Government per diem rates, this would more than account for the average of \$1,156 per assignment. A similar explanation may apply to programs that may be valuing lodging, for example, at U.S. Government per diem rates.

It is important to note another possible explanation: possible differences in cost-matching requirements that each IP has negotiated with USAID for their respective cooperative agreements. As with the other categories, the Assessment Team was not provided copies of the cooperative agreements and thus was not able to determine if this is a factor in the host contribution differences by region.

While a cost match was not required in the 2003 RFA, the cost proposals were worth 20 points in the overall scoring used in making the award decisions. Therefore, in the next RFA and next round of grants, USAID should provide greater guidance to the IPs (particularly the newer IPs) on what constitutes best practice with respect to in-kind contributions and cost sharing. If an implementer’s budget relies too heavily on the presumed contributions of hosts to the costs of the volunteer assignment, it should be understood that this may affect host selection and prevent the implementer from working with what otherwise may be a very good host that cannot afford the cost of supporting a volunteer while in-country, or one that may want to host a volunteer to ensure the program works before committing to cover the costs of future volunteers. This should be taken into consideration when evaluating cost and technical proposals for the next RFA, ensuring that low cost does not sacrifice the quality of host selection.

Host Contributions Leveraged Per Assignment	
Winrock Latin America	\$989 per assignment
Partners Caribbean	\$3,845 per assignment
ACDI/VOCA E Africa	\$359 per assignment
VSU E Africa	\$439 per assignment
LOL S Africa	\$873 per assignment
FAMU S Africa	\$3,842 per assignment
OICI W Africa	\$1,156 per assignment
Africa average	\$1,158 per assignment
Winrock ANE	\$632 per assignment
Worldwide average	\$1,218 per assignment
ACDI/VOCA Caucasus	\$342 per assignment
CNFA West NIS	\$61 per assignment
Winrock CAR	\$341 per assignment
ACDI/VOCA Russia	\$702 per assignment
NIS average	\$402 per assignment
FTF Total Average	\$704 per assignment

PROGRESS IN DELIVERY OF PLANNED OUTPUTS (Numbers of people trained, and Direct & Indirect beneficiaries)

This section considers the progress made by IPs in achieving planned outputs, such as people trained, and other direct and indirect beneficiaries of the assignments carried out by FTF volunteers around the world.

Hosts Receiving Farmer-to-Farmer Volunteers

Implementers are asked to characterize the host institutions that receive technical assistance from volunteers as cooperatives and associations; individual private farmers; other private enterprises; non-profit public interest NGOs; public and private education institutions; rural finance institutions; or public sector technical agencies.

FTF has assisted 1,745 hosts to date. A further review of FTF Table provides a breakdown by type of host, as follows:

- 30 percent were other private enterprises
- 24 percent were cooperatives and associations
- 20 percent individual private farmers
- 10 percent non-profits
- 8 percent education institutions
- 6 percent public sector (governmental) agencies
- 4 percent rural finance institutions

It is interesting to compare this information to the data presented on the type of FTF assignments in the **Future Demands of the Program** section of the report. The Assessment Team determined that 31 percent of all FTF assignments were related to processing or marketing, while 41 percent were related to on-farm production and 27 percent were related to support services. This correlates well with the figures presented by type of host institution. Production assignments tend to be more common with private farmers and cooperatives, while up the value chain assignments tend to be more common with private enterprises. The following table shows data on the type of host institution, broken down by region.

Types of Hosts by Region

Region	Cooperatives and Associations	Individual Private Farmers	Other Private Enterprises	Non-Profit Public Interest NGOs	Public and Private Education Institutions	Rural Finance Institutions	Public Sector Technical Agencies
Latin America and the Caribbean	40%	16%	10%	15%	11%	2%	7%
Africa	38%	13%	6%	18%	12%	2%	12%
Asia/Near East	29%	9%	16%	29%	13%	0%	6%
Subtotal worldwide	38%	14%	8%	18%	11%	2%	10%
Caucasus	10%	37%	35%	12%	2%	4%	1%
West NIS	26%	41%	27%	0%	1%	5%	0%
Central Asian Republics	30%	33%	17%	8%	8%	1%	3%
Russia	2%	3%	76%	0%	6%	8%	4%
Subtotal NIS	14%	24%	46%	5%	5%	5%	2%
Total Farmer to Farmer	24%	20%	30%	10%	8%	4%	6%

The table above offers some interesting insight into the different types of hosts that each region supports.

- The worldwide program has a greater focus on cooperatives and associations than does the NIS program (38 percent and 14 percent, respectively).
- Only 8 percent of “other private enterprises” are found in the worldwide program, whereas 46 percent are found in the NIS program.
- Over one-third of hosts in the Africa program (38 percent) are cooperatives and associations, followed by non-profit NGOs (18 percent).
- The highest percentage of individual private farmers are found in the West NIS program; followed by the Caucasus and CAR (37 percent and 33 percent, respectively).
- Only 3 percent of the Russia program’s hosts are individual private farmers.
- Rural finance institutions are among the lowest percentage of hosts, with only 4 percent of the total hosts in the worldwide program and the vast majority supported by the Russia and West NIS program. However, the financial services activities of FTF account for the majority of the value of resources mobilized by hosts, as outlined in the **Outputs** section of the report.
- Public sector technical agencies also represent a low percentage of hosts overall, with the highest percent assisted in Africa (12 percent).

It should be noted that there are some methodological and definitional difficulties with classifying hosts in this way. First, according to instructions presented in the FTF Tables – *a host can only be counted once* – which means that the numbers reported above may not represent the relative percentages of *assignments* with these types of hosts. For example, an individual private farmer could receive three volunteers assignments, compared to one spent with an educational institution. Counting by assignments may give a more accurate representation of the

types of institutions that are benefiting from FTF volunteer technical assistance. Second, as Roger Montgomery notes in his report, there are difficulties in classifying hosts in these categories, or in classifying them under a single category. “Most FTF implementers interviewed could not categorize their hosts into the inconvenient categories presented. While it may be possible to categorize a volunteer as coming to help change business operations or to improve technology, most hosts undertake most of the provided categories.”

Beneficiaries – Direct and Direct Trained

The IPs report semi-annually to USAID the total number of direct beneficiaries and beneficiaries that receive training as a result of FTF assistance. Direct beneficiaries are those who receive face-to-face or hands-on training or assistance from an FTF volunteer. Beneficiaries receiving training are those who

“receive training as defined by as defined under USAID ADS Chapter 2253.4 and ADS Glossary as follows: Technical Training: Formally structured learning activities, generally in a classroom, which do not lead to an academic degree. Can include technical courses at community colleges, technical institutes or universities, on-the-job activities tied to technical-area classroom work, or any combination of such formally structured, non-degree producing instructional activity. In country training: A learning activity taking place in a classroom or workshop with formally designated instructor(s), learning objectives, and outcomes, conducted full-time or intermittently within the host country.”

The numbers of direct beneficiaries reported by the IPs is nearly double the number reported as beneficiaries receiving training (126,434 and 78,862, respectively). While beneficiaries receiving training under the definition provided above may be a number that USAID is required to track, the Assessment Team considers that the measure of direct beneficiaries (rather than beneficiaries receiving training) is the more relevant information when determining who has benefited directly from the technical assistance provided by the volunteers. Therefore, our analysis of this data focuses on the total number of direct beneficiaries, rather than beneficiaries receiving training.

Outputs Achieved to Date – Direct Beneficiaries

It is important to know the reach of the FTF program as a whole and the aggregate numbers of beneficiaries can provide an idea of the scale of this reach. However, in considering the numbers of beneficiaries – both direct and indirect beneficiaries – it is important to recognize that these do not provide insight into the effectiveness of the technical assistance provided by the volunteers. The aggregate number of beneficiaries reached can be used to report on the program as a whole to constituents who are interested in knowing the breadth of the program, but these numbers should not be considered to reflect individual country, region, or program impact.

Reviewing the data on direct beneficiaries shows that the FTF program as a whole has reached 126,434 direct beneficiaries through working with 1,745 hosts. Drilling down one finds that, the percentage of direct beneficiaries reached by the program by region is generally proportionate to the level of funding for that region.

- 12 percent of the total direct beneficiaries reached were in the LAC region (13 percent of FTF funding)
- 29 percent of the total direct beneficiaries reached were in Africa (27 percent of funding)
- 8 percent of the total direct beneficiaries reached were in Asia Near East (7 percent of funding)
- 4 percent of the total direct beneficiaries reached were in Caucasus (9 percent of funding)
- 7 percent of the total direct beneficiaries reached were in West NIS (11 percent of funding)
- 22 percent of the total direct beneficiaries reached were in CAR (17 percent of funding)
- 18 percent of the total direct beneficiaries reached were in Russia (16 percent of funding)

In terms of direct beneficiaries disaggregated by gender, overall there were 73,498 male direct beneficiaries (58 percent) and 52,937 female direct beneficiaries (42 percent) for the overall program. In the worldwide program, 59 percent of beneficiaries were male and 41 percent female. In the NIS 57 percent were male and 43 percent

were female. Russia was the only region to have a greater percentage of female direct beneficiaries (54 percent) than male (46 percent).

Outputs Achieved to Date – Indirect Beneficiaries

Reviewing the data in FTF Tables shows that FTF has reached 2,020,267 indirect beneficiaries; of which 1,201,877 (59 percent of the total) have been reached through the worldwide program and 818,390 (41 percent) in the NIS program. This varies slightly from the direct beneficiaries, which were more evenly distributed (48 percent and 52 percent) across the two components of the program.

Within the worldwide program the regional breakdown is as follows:

- 17 percent of all indirect beneficiaries are in the LAC region (12 percent direct)
- 25 percent of all indirect beneficiaries are in Africa (29 percent direct)
- 17 percent of all indirect beneficiaries are in Asia Near East (8 percent direct)

The breakdown of the NIS program is as follows:

- 1 percent of all indirect beneficiaries are in the Caucasus (4 percent direct)
- 4 percent of all indirect beneficiaries are in the West NIS (7 percent direct)
- 17 percent of all indirect beneficiaries are in the CAR (22 percent direct)
- 20 percent of all indirect beneficiaries are in Russia (18 percent direct)

Limitations in Interpretation of Indirect Beneficiary Data

As stated above, while it is important to know the reach of the FTF program as a whole, and the aggregate numbers of beneficiaries – here, indirect beneficiaries – can lend some idea of the scale of this reach, drawing conclusions from these numbers must be done with extreme caution, as there are large imperfections and variances in classifying and calculating indirect beneficiaries.

A wide range of interpretations and approaches are used by the implementing partners in calculating their indirect beneficiaries. The guidance provided to IPs in the FTF tables acknowledges the difficulty, and indicates that “Indirect beneficiaries are those who do not receive face-to-face or hands on assistance from an FTF volunteer, but who otherwise benefit from the assistance. This may include family members based on survey counts or average sizes. This number is difficult to measure and best estimates are acceptable. However, to the extent possible, please footnote source for data or calculation.”

Most implementers do not provide footnotes with their tables to describe how the calculation is made and IPs may or may not be using different formulas for each sector/focus area. An example of an IP that did provide a footnote is CNFA, which uses “family members of people receiving training” in the Ukraine’s “improving access to markets” focus area, while using recipients of agricultural loans in its “improving access to credit focus area, and a count of “farmers served by assisted agrodealers” in its “increasing access to input supply” focus area.

Even if definitions are provided, interpretation of the definition can still be very different. For example, if a volunteer provides a training to farmer representative of a cooperative, one FTF program manager may multiply the number of participants in the training by a family-size multiplier of 4, where another program manager may consider that the farmers who attended the training may spread the technical knowledge to 10 more farmers and then in turn multiply that number by the family-size multiplier. The issue is even more complicated when volunteers rather than FTF program managers are making determinations of how many indirect beneficiaries they have reached and reporting the numbers to program managers, which is often the case.

Measures of indirect beneficiaries will become even less standardized for different kinds of hosts, including private enterprises, cooperatives, and non-profit NGOs. These wide ranges of interpretation and calculation of indirect beneficiaries are reflective of the wide ranges of types of assignments and difference in the numbers of

beneficiaries reached by different volunteer assignments.

When aggregating this information – even at the level of between implementers or regions should not be made based on these numbers. FTF should continue to collect and aggregate this data but understand the limitations of the information that can be concluded from it.

IMPACTS ACHIEVED TO-DATE AND PROSPECTS FOR IMPACTS FROM THE PROGRAM ACTIVITIES

Impact Achieved to Date and Prospects for Impact

This section reviews the impact achieved by the FTF program as a whole, drawing predominantly from the standardized reporting (tables) from the implementers. The impact data used in this section (Tables 5 and 6) combines the data reported in semi-annual reports through March 2006. When implementers updated the impact reporting data in their annual reports (through September 2006) that information has been included in addition.¹²

As a whole, the FTF program has generated some very significant impacts, including economic impacts, improved organizational capacity, improved financial services, and improved natural resources management. FTF program impact achievements to date include:

- \$17,891,000 in increased incremental net income across all FTF programs – income which increased as a result of hosts having adopted volunteer recommendations
- \$122,401,000 in gross sales generated across all FTF programs by hosts adopting volunteer recommendations
- \$33,284,000 in increased revenue from organizational capacity building, including revenues raised through member dues, service fees, or other sources of income such as contracts or grants
- \$10,084,000 increase in the amount of rural or agricultural loans
- 42,232 hectares of land covered by improved natural resource management

The following sections provide further detail on these overall program impacts. The sections are organized to examine impacts as categorized in the standardized reporting tables – Economic Impacts, Organizational Capacity Building Impacts, Improved Financial Services, and Environment/NRM Impacts. The sections refer only to data reported by the IPs in these tables.

Economic Impacts

Of 1,745 total hosts FTF has assisted, 57 percent were relevant to the economic impacts category. In the worldwide program, 60 percent of hosts are in this category; and in the NIS program 55 percent of hosts are in this category. Of those hosts, 68 percent reported improvement as a result of FTF for the program as a whole. Percentages of hosts reporting improvement range from 17 percent on the low end of the spectrum (Partners in the Caribbean, 28 out of 165 hosts) to 100 percent on the high end of the spectrum in the Caucasus and West NIS.

The FTF Impact Tables require IPs to report on two key indicators of impact – *increased incremental net*

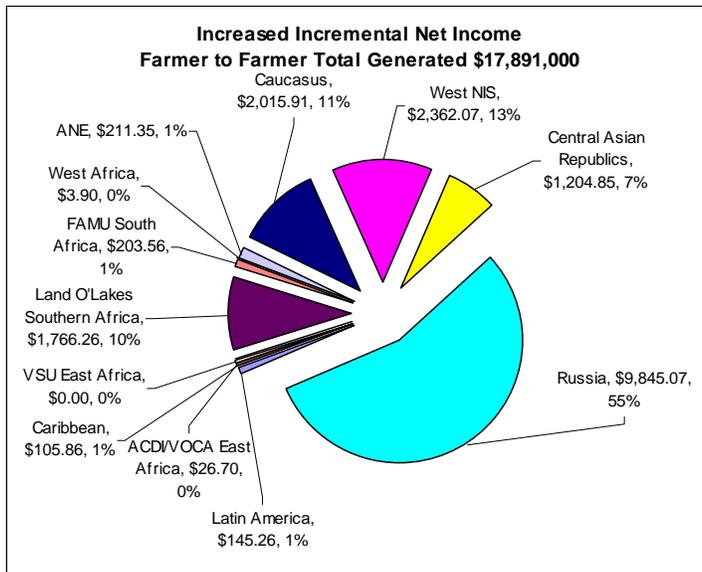
¹² Data from Semi-Annual Reports (through March 2006): Latin America- Winrock; Caribbean - Partners of the Americas; West Africa - OIC International; Asia/Near East – Winrock; Central Asian Rep –Winrock. Data from Annual Reports (through September 2006): East Africa - ACIDI/VOCA; East Africa – VSU; Southern Africa -Land O’Lakes; Southern Africa – FAMU; Caucasus- ACIDI/VOCA; West NIS - CNFA; Russia - ACIDI/VOCA.

income, and increased gross value of sales. This section will present a summary of the results of these indicators, compare the two measurements of impact, and propose hypotheses for discrepancy across regions and programs.

Increased Incremental Net Income:

Increased incremental net income refers to the increase in incremental (“with” adoption of volunteers’ recommendations, less “without” adoption of recommendation), net (after subtracting production costs in both cases) income generated by relevant hosts in this category.

Key results of this measurement of FTF’s impact include:



- For the FTF program as a whole, \$17,891,000 in increased incremental net income resulted from the project’s activities.
- \$15,428,000 of this was generated by the NIS program (86 percent), while the worldwide program reported \$2,463,000 (14 percent).
- Within the NIS program, 64 percent of the total was generated by the Russia program (\$9,845,070). The Caucasus and West NIS programs reported \$2,015,910 and \$2,362,070, respectively, and \$1,204,850 was generated from the CAR program.
- Of the worldwide program’s \$2,463,000, the Southern Africa program (Land O’Lakes) generated the most increase, with \$1,766,260 (72 percent). The other seven programs combined contributed 26 percent of the total of the worldwide program, and only 4 percent of

the total of the FTF program as a whole.

- The combination of all the Africa programs contributed 11 percent of the total increased incremental net income, ANE contributed 1 percent, Latin America 0.8 percent, and the Caribbean 0.59 percent.

Increased Gross Value of Sales:

Where incremental net income referred to a host’s change in income as a result of adoption of volunteer recommendations *net* of costs, increased gross value of sales refers to the change in income as a result of the adoption of volunteer recommendations, without taking into account associated costs.

Key results of this measurement of FTF’s impact include:

- FTF as whole has generated an increase of \$122,401,000 in gross sales.
- The NIS program generated 95 percent of the total increase in gross value of sales (\$116,801,000); and only 5 percent was generated by the World wide program (\$5,600,000).
- Of the FTF total, 67 percent of this (\$82,374,200) was generated by the Russia program, with the second largest total (\$23,574,900) from the West NIS program.
- The Africa program contributed 3 percent to the total gross sales; ANE contributed 0.3 percent; Latin America 0.8 percent; and the Caribbean 0.4 percent.
- Of the worldwide program, the highest total is from the Land O’Lakes program in Southern Africa (\$3,543,870), as was the case with incremental net income; and the lowest from OICI in the West Africa region (\$8,670), also the lowest in incremental net income.

- Differences in frequency of data collection and FTF staff availability. Differences in approach among implementers in how often they survey hosts and the availability of FTF staff to collect baseline and follow-up data, given other programmatic priorities, contribute to the differences among implementers in impact reported.
- Differences in monitoring and evaluation methodologies and tools. Implementers use different tools and methodologies to monitor their programs and assess impact, including, in particular, attribution methodologies. These differences may affect the size of the economic impact reported.

Organizational Capacity Impacts

371 hosts were identified as relevant in this category across all FTF programs. Relevant hosts were greater in the worldwide program than in the NIS – 233 (63 percent) and 138 (37 percent), respectively. Of the total number of hosts working with FTF (identified in Table 4), 21 percent are listed as relevant hosts for this category for FTF as a whole.

Increased Revenue from Organizational Capacity Development

The key indicator of impact in this category is increased revenue. Increases in host revenue from organizational capacity development includes increases in revenues raised through member dues, service fees, or other sources of income such as contracts or grants.

Key results of this measurement of FTF’s impact include:

- As a whole, the FTF program generated \$33,284,000 in this category – 84 percent generated by the NIS program and 16 percent by the worldwide program, similar to the results in the economic impacts category.
- Of the NIS program’s total results, over 99 percent were generated by the Russia program. In the West NIS program, 48 relevant hosts – which all adopted recommendations and reported improvement – generated only \$44,600 in increased revenue, with \$50,300 coming from Ukraine’s improving access to markets sector; \$2,300 from increasing access to input supply; \$1,000 from Belarus (9 hosts out of 76 total); and -\$9,000 from Moldova’s 16 relevant hosts (out of 26 total). 14 percent of Russia’s total hosts were in this category, 8 percent of the Caucasus’ hosts; 8 percent of the CAR hosts; and 31 percent of the West NIS hosts.
- In Latin America, FTF worked with 54 relevant hosts this category, all of which adopted recommendations, and 42 of whom reported improvement; however the region reported \$0.00 in increased revenue.
- The Caribbean contributed to only 0.09 percent of the results (\$30,000) through 58 relevant hosts, with 14 adopting the recommendations and 7 reporting improvement.
- Africa contributed 16 percent of the total results (\$5,189,630) through a total of 116, with 56 reporting improvement.

For the FTF program as a whole, 210,949 beneficiaries were associated with the hosts reporting improvement.

- This is a larger number of beneficiaries than that associated with hosts in the economic impacts section.
- 87 percent of beneficiaries were in the NIS region and 13 percent in the worldwide program.
- Over half of the worldwide program beneficiaries were in the ACIDI/VOCA East Africa region.

Improved Financial Services

Four out of the twelve programs reported results in this category. Of those, only two (Ukraine in the West NIS and Russia) reported having a “financial services” focus area. Because the relevant programs are so few, this section will consider the impacts reported by each of these programs separately.

Of the two regions that lack a financial services focus area, the West Africa region reported relevant hosts in Ghana (three), Guinea (seven), and Mali (one). The region reported only on the indicator of increase in the value of host's net equity (Ghana = \$2,450). It is recommended that this program not report on this category, but rather include it in the economic impacts section, if appropriate, or report separately outside of the tables. In the ACIDI/VOCA East Africa program, all focus areas reported one host with improvement in this category, for a total of \$22,900 in increased amounts of rural and/or agricultural loans, an increase of 14 in the number of rural and/or agricultural loans, and \$18,900 total in the amount of increased value of net equity.

In the programs with a financial services component, the Ukraine reported two relevant hosts, two adopting recommendations, and two reporting improvement. The number of rural and/or agricultural decreased by 3,377, the value of loans increased by \$3,711,430, and the increased net equity was \$86,349,330. In the Russia program, of 26 relevant hosts, all of the hosts adopted recommendations and all reported improvement. Out of the 26, 22 maintained loan delinquency rate under 10 percent, the increased number of loans was 1,532, the value of loans \$6,349,600, and increase in net equity \$1,907,410.

Currently few programs and countries report on improved financial services. If this situation remains under the new round of programs, USAID should consider removing this as an indicator from the standard USAID FTF Tables. The indicators developed for improved financial services are a good example of indicators that may best included in individual country Results Frameworks and reported separately by the programs for which they apply. This data can then be aggregated as needed for ad hoc or other reporting in this category, but may not need to be a standardized FTF table. (See **Monitoring and Evaluation** above for more discussion on streamlining indicators.)

Environment/NRM

Five of the twelve programs work in the area of the environment/natural resources management. Of 16 countries reporting relevant hosts in this category, only four countries have an environment/NRM focus area – Guinea (NRM); Kyrgyzstan (water management); Tajikistan (water management); Uzbekistan (water management). Key results include:

- FTF as a whole has covered 42,232 ha of area with improved natural resource management, 76 percent of which is in the world wide program and 24 percent in the NIS. Of this, 74 percent (31,270 ha) was in India's "organics" focus area alone.
- People with improved safety and working conditions was 7,335 for FTF as a whole, 58 percent in the worldwide program and 42 percent in NIS (specifically from countries with a water management focus area). Most of those reported in the worldwide program (3,000 of 4,284) were from India's organics focus area.
- Similarly, the indicator of people with improved environmental services totals 512,349 for FTF as a whole, 98 percent (500,000) from Bangladesh's beekeeping focus area.
- As for hosts, 273 hosts were counted as relevant in this category for FTF as a whole, but only 36 percent of whom (99 of 273) were reported to have adopted one or more environmental technologies.

Given the low number of hosts adopting environmental technologies and the disproportionate contribution of a single country to the total FTF achievements in the area, the indicators currently selected may not best reflect successes in the environment/NRM area. As with the financial services indicators, USAID may want to consider removing the indicators on environment/natural resource management from the USAID FTF Tables in the next round of awards. Rather, for those regions or countries that work in this sector, reporting should be against indicators and targets chosen by the implementers through their individual results frameworks. This data can then be aggregated as needed for reporting.

COST EFFICIENCY AND COST EFFECTIVENESS

This section addresses the current status of expenditures made by the implementing partners, and the information that can – and cannot – be obtained from this and other financial data (such as the cost per volunteer day) to analyze the cost efficiency and effectiveness of the program.

Total Expenditure to Date

Overall, 66 percent of the allocated funds for the FTF program have been spent to date (\$29,990,151 of \$45,390,447), which is consistent with the fact that 60 percent of volunteers planned for the life of project have been fielded up to now. This suggests that, overall, the program is spending its resources on its primary purpose, the provision of volunteer technical assistance.

In the NIS program, 78 percent of allocated funds have been spent, and in the worldwide program, 53 percent of the total budget has been spent. This discrepancy reflects the difference in duration for the worldwide program, which ends in September 2008, versus the NIS program, which ends a year earlier in September 2007. Within the NIS program there are few differences among regions and implementers, with expenditures ranging from 76 to 82 percent.

There are larger variances within the worldwide program. LAC region has expended 53 percent of its planned budget; in Latin America, Winrock has used 59 percent of its budget but Partners of the Americas in the Caribbean has spent only 39 percent. The expenditure numbers reflect the current implementation status, with Winrock in Latin America having fielded 62 percent of its planned volunteers and Partners in the Caribbean only 26 percent. In the Africa region, 50 percent of the planned budgets have been spent for the region as a whole, with a range between 78 percent expenditure for the ACIDI/VOCA East Africa program to 33 percent for the VSU program in East Africa. In the case of ACIDI/VOCA in East Africa, while it has fielded 43 percent of its planned volunteers, it has used fully three-fourths of its budget. With this exception, the other contractors in Africa have made expenditures consistent with their level of implementation – and, with some variance, percentages of expenditures match percentages of volunteers fielded. Examples include FAMU in South Africa, with 40 percent total expenditure and 46 percent of total volunteers, and OICI in West Africa, with 42 percent expenditure and 34 percent of volunteers fielded. In Asia, Winrock has spent 61 percent of its budget and fielded 53 percent of its volunteers.

Cost Efficiency and Cost Effectiveness in Different Geographic Regions

Efficiency of Expenditures Versus Inputs

With the data collected and reported by the implementers, it is difficult to accurately measure or analyze the cost efficiency of different geographic regions. The discussion of total expenditures to date by region presented above shows the comparison of the implementers' expenditures to their inputs – namely, volunteers fielded. As noted above, percentages of volunteers fielded and volunteer days completed are generally similar across contractors and regions. From this, one can conclude – very broadly – that the implementers are on course to expending their planned budgets and providing their planned inputs (measured here in volunteers and volunteer days). Broadly speaking, therefore, the program is achieving the level of efficiency, in terms of inputs, that was planned in the cooperative agreements, across all regions.

Efficiency of Expenditures Versus Outputs

Another potential measure of cost efficiency or effectiveness across regions is a comparison of expenditure versus outputs. As discussed in the section on **Outputs** above, a comparison of direct beneficiaries reached to the planned budget may be a useful way to consider “return on investment” for the program as whole. Similarly, one measurement of cost efficiency may be a comparison of the actual expenditure of an implementer as a portion of the total FTF expenditure to date – to the proportion of direct beneficiaries the implementer has reached as a

portion of the FTF total. As with the discussion of expenditure versus inputs, any comparison of expenditure versus outputs must take into account the fact that the result may not yield a good comparison of the efficiency of operating in one regional environment as another and may be reflective only of the implementer's efficiency. Further, the issue is even more complicated, because while a beneficiary may be counted in the table, it is arguably not a good measure of "efficiency" or "effectiveness," since the quality of the volunteer assignment or the usefulness of the technical assistance provided to the beneficiary is not reflected.

The conclusion, therefore, is that given the available information, it is extremely difficult to draw meaningful conclusions about the cost efficiency or effectiveness of programs across regions, with a view to comparing the regions themselves. The information would tend to be more meaningful about the efficiency or effectiveness of an implementer than it would be about a region. However, this second conclusion is stated with great caution – in general, it is important to note that the metrics of inputs, outputs – and not even quantified impact metrics – compared with expenditure cannot truly address cost efficiency or cost effectiveness. A program or a region may be cost efficient at fielding volunteers, yet yield few results; and the cost effectiveness of the program is even more difficult to capture accurately.

Cost Efficiency and Cost Effectiveness in Different Focus Areas

As with cost efficiency and cost effectiveness across different geographic regions, similarly cost efficiency and effectiveness across different focus areas cannot be accurately measured or compared. For all the reasons stated above, the data available on expenditures versus inputs or outputs will not yield a meaningful measurement of efficiency or effectiveness.

Further, with particular regard to comparing focus areas, the current data available is even less meaningful, as expenditure information does not appear to be tracked by focus area. Of 12 regional programs, only 3 appear to be tracking expenditure data by country, let alone focus area. This is shown by whether the cost per volunteer day is consistent across countries and/or focus areas within a regional program. Where the cost per volunteer day is the same across countries and regional programs, it is an indication that the total expenditure of the program (no matter how many countries and focus areas are included within) is tracked as a whole, and then attributed to the country or focus area by use of a ratio of volunteers within that country/focus area compared to the total of volunteers fielded by the program. This methodology is used by 9 of 12 programs. In fact, the guidance provided to the implementer in the footnotes of the standardized tables indicates that the implementer should use this formula to determine the expenditure breakdown by focus area.¹³ It should be noted that the guidance does not indicate whether this methodology could, or should, be used to show the expenditure breakdown by country; however, this is what most implementers are doing. Only if the implementer were to track actual expenditure that applied to each focus area separately could the expenditure in that focus area serve as a meaningful piece of information. Simply apportioning total expenditure to each focus area by the ratio of volunteer days does not accurately reflect the resources that were spent in that sector. Further, the cost per volunteer day in reality may be greater or smaller in a given focus area, depending on many factors, such as the types of hosts in that focus area and their contributions, the language that is spoken by the types of hosts in that focus area (for example, an English-speaking host may not require a translator, where one who spoke only a local dialect may require this additional cost), the travel distance to the host, and many other factors.

It should be assumed that there are some cost differences across focus areas, both in total expenditure and in costs per volunteer day. However, to capture these cost differences with sufficient accuracy to be able to draw conclusions about the cost efficiency or effectiveness of a given focus area is nearly impossible.

¹³ "In estimating program expenditure by focus area, a simple calculation based on the number of volunteer days for each given sector will suffice. Formula: sector expenditure = (total expenditure / total # of volunteer days) x # of volunteer days in that given sector."

ANNEX 1: SUMMARY OF RECOMMENDATIONS

The following summarizes the recommendations presented in all sections of the Assessment Final Report. At USAID's request, the recommendations have been categorized by recommendations developed for the remaining 18 months of program implementation and those that are more applicable for next round of awards through the new RFA expected to be released in 2008.

Recommendations for Mid-course Corrections and Improvements (During Current Program Implementation Period – Next 18 Months)

- IPs should continue to align their regional and country strategies with the overall objectives of the FTF program and Mission strategies. In addition to developing the annual work plans with USAID's FTF managers, the IPs should continue to seek input from the USAID Missions, when possible. USAID and the IPs should jointly support a more active dialogue with the Missions that involves greater participation of USAID Mission personnel.
- The pros of collaboration with long-term USAID or other donor programs outweigh the cons, so FTF should continue to seek opportunities for collaboration.
- Proper partner and host selection is critical to the success of the FTF program. The Assessment Team suggests that the new tool commissioned by USAID be examined and that the IPs assess its appropriateness for their region and/or country context. This tool may be a good approach to further enhancing host selection and assignment design. After pilot testing the tool, USAID should review the results and determine if it is appropriate for the next RFA.
- USAID should continue to support the regional programs in Africa and the Caribbean Basin, both under the current cooperative agreements and as part of the new program envisioned past 2008. There is clearly a huge demand and need for FTF-type assistance in the lowest income countries and FTF is making a difference.
- The commodity/value chain focus and emphasis on market linkages and value-added production and processing in growth markets of comparative advantage is working in many places and should continued to be emphasized. In the African programs consideration should also be given to a focus on local service delivery, as is already being done in Uganda.
- The IPs should continue to seek out creative and innovative approaches in environments with few and/or weak local institutional partners. Partnering with other international programs and NGOs should continue to be encouraged when it can be demonstrated that it fits with FTF's overall country strategy. IPs should continue to seek good local partners and host institutions when possible and continue to work on building their institutional capacity.
- The security of the volunteer and the IP staff should remain paramount over other FTF objectives. FTF should continue to build on its lessons learned in working in post-conflict or emerging conflict locations and ensure that the appropriate systems are in place to address security issues as they arise. Countries with significant levels of instability should be monitored regularly. USAID should consider the stability and security of the country when determining whether it is appropriate for the FTF program in 2008.
- USAID should continue to encourage the current mentoring relationships between the IPs and MSIs. There have been considerable investments made over the last few years to warrant seeing these relationships through to the end of the program. However, mentoring arrangements in the next round should take account of the rather mixed experiences in the current set of cooperative agreements.

- FTF should help the IPs by developing a brand for FTF and looking for ways in which USAID can play a greater role in promoting the program in the United States that would lead to greater interest from prospective volunteers.
- USAID should encourage the IPs to strike an appropriate balance between first-time volunteers and volunteers that complete multiple assignments. Volunteers that complete numerous assignments have a large stake in the program, tend to perform extensive public outreach, and are able to hit the ground running based on their previous experience.
- The FTF program inherently is still a people-to-people program even with the greater emphasis on development impacts. What needs to change is the emphasis and importance that is placed on this aspect of the program. IPs should be encouraged to dedicate program funds to support people-to-people and public outreach activities even if it means a slightly higher cost per volunteer day and/or fewer days of volunteer assistance. IPs should be encouraged to support volunteer efforts to remain in contact with their hosts after the assignment, promote the program within the host country, use volunteer presentations and media to convey the benefits of U.S. foreign assistance, and conduct public education activities to tell volunteers' stories and describe the impact of the program.
- USAID should continue to emphasize the development and submission of human interest success stories that explain the economic benefits of the assignments. Once a success story is developed, there needs to be a coordinated strategy on how to distribute it to key internal and external stakeholders (e.g., Congress, USAID, USDA, the U.S. agribusiness community, etc.).
- FTF should consider developing a better brand for the program and USAID should do a better job of promoting the program in the United States and abroad.
- The focus area approach has resulted in increased knowledge by the FTF IP staff of strategic opportunities, and the experience of concentrating volunteer assignments in a few areas has been positive. FTF should retain the focus area approach, while recognizing that the right focus area alone does not automatically increase impact.
- USAID should better define what is meant by a focus area. However, focus areas should be defined and selected for each country program based on the country context and not standardized for all of FTF.
- FTF managers should continue to rely on readily available assessments, data, and analysis when selecting focus areas, while supplementing this information with key informant interviews of USAID Mission staff, key industry stakeholders (e.g., industry associations), staff of other donors, relevant government officials, potential/existing partners, and potential/existing hosts. This balanced assessment should be completed prior to submission of the annual work plan for existing focus areas and any new focus areas proposed. The information gathered should be presented as a justification for the focus areas selected and describe anticipated results for each. The analysis should preferably be conducted by in-country IP staff and should take no more than 2 – 4 weeks to complete.
- USAID should retain at least 10 to 15 percent of assignments as flexible to respond to emergencies and unanticipated targets of opportunity, including exploratory assignments related to new focus areas.
- FTF should continue to explore potential collaboration with the GDA Office. A briefing on the GDA program should be included at the February 2007 Implementers' meeting. This briefing should be coupled with a breakout session during which interested implementers can exchange ideas and information about potential opportunities for, and constraints to, developing GDAs in their counties and discuss whether and what the FTF staff should do to facilitate the development of such alliances.

- FTF should consider various options for encouraging more creative thinking on the part of potential implementers about how to use the GDA mechanism to increase the impact of their programs. However, a GDA mechanism should not be a requirement of the new RFA, as a successful GDA relies on too many external factors.
- The program would do well to consider different modalities for expanding collaboration with USDA programs and initiatives, including the Cochran Fellowship Program and capacity building. A step in this direction would be to invite USDA representatives to present at the annual FTF Implementers meeting on USDA's international programs and objectives.
- Collaboration with the Peace Corps should be undertaken on a case-by-case basis at the determination of the in-country FTF manager and the local Peace Corps office, provided it fits both organizations' in-country strategies and makes sense from an implementation point of view.
- The FTF program should develop its own strategic framework that lays out more clearly its own key objectives beyond fielding volunteers. This would help clarify the countries the program should be working in, whether and how the program should work in non-USAID countries, and the relative importance of different types of activities. This task should be completed prior to the next RFA and should be done in collaboration with the IPs and other key USAID and non-USAID stakeholders. Many of the existing tensions are a result of the lack of clarity among the various stakeholders as to the program's scope and priority objectives.
- The IPs should be encouraged to seek guidance and input from the USAID Missions prior to completion of their annual work plans, offer opportunities for Mission staff to debrief volunteers in-country, and provide the Mission with copies of the semi-annual and annual reports.
- FTF should continue its transition to greater assistance facilitating market linkages, supporting areas of market growth, and concentrating assistance at all levels of the value chain, including assignments focused on agribusiness development, processing, marketing, packaging, and backward and forward linkages. This is not to say there is no room for production-oriented assignments under FTF, but IPs should ensure that there is market for the product and that significant growth potential exists.
- FTF should begin work immediately, ideally through the mechanism of a joint working group with the IPs, to:
 - ✓ Select several indicators from among the Agency's new, standardized indicators to include in its core set of indicators and make the necessary additions/revisions to the current set to respond to the new framework. At the same time, only minimal revisions should be made to the current FTF reporting tables as necessary to address Agency directives.
 - ✓ Develop standardized definitions for each of the indicators remaining on the basic list.
- The program should consider dropping the requirement to report on increased incremental net income and retain other impact-oriented indicators that also demonstrate results but are easier to report on, such as increased gross sales and/or income.
- Begin thinking, in anticipation of the new program and in collaboration with the IPs, about alternative ways for the FTF program to learn about program impacts and about the relative merits of alternative strategies and approaches to program implementation.

Recommendations for the Next Phase of the FTF Program (Through New RFA)

- USAID should provide adequate funding per country to ensure the presence of a qualified full-time senior in-country project coordinator, a full-time in-country administrative assistant, and an adequate critical mass of volunteers to ensure impact of the program.
- Should the FTF program budget remain at approximately \$10 million per year, certain country programs should be eliminated, with the freed-up resources applied to fewer countries to ensure that each program has adequate resources for implementation.
- USAID should limit the number of countries eligible for FTF assistance per region and consider doing its own analysis to determine which countries should be selected for future implementation. If USAID decides that it wants to do its own analysis, it will need to think more critically about the process it wants to use to make these selections, the criteria to use, and how to appropriately balance country need with other considerations – the ability to have an impact and the desire to support and complement other USAID projects, along with other U.S. Government objectives. In addition, the guidance in the new Farm Bill will have to be taken into consideration.
- The FTF Russia program should continue, based on its excellent past performance and given the support it has garnered from USAID/Russia, USDA/Russia, and volunteers, in addition to factors including the importance of the U.S. Government’s strategic relationship with Russia (public diplomacy considerations) and the importance of food security and the agricultural sector to Russia’s political and social stability. However, the team recommends that the number of volunteers be reduced to approximately 70 per year (a number that could be increased if the USAID/Russia Mission were to buy into the program) and that creative approaches be explored for pairing Russian specialists with U.S. volunteers and collaborating more directly with the burgeoning Russian private agribusiness sector.
- There is additional absorptive capacity in other FTF countries, particularly those with only a handful of volunteers per year. The Assessment Team also believes there is considerable absorptive capacity in countries like India, which could easily handle five times the current number of volunteers. The savings generated by reducing the number of volunteers in Russia should be used to increase the level of volunteers in other FTF program countries, particularly in Asia, Latin America, Africa, and the Caribbean Basin.
- The assessment team recommends that USAID continue with the status quo of issuing separate cooperative agreements per region with one prime implementer responsible for each region. USAID may also decide to add regions currently not served by the program (e.g., the Middle East and parts of Asia). The number of cooperative agreements would then be determined by the number of regions selected by USAID for inclusion in the new RFA. The assessment team found that there are significant advantages to the regional approach including streamlined management; shared HQ costs; standardized logistical, administrative, and M&E systems; and implementer knowledge of the environment and region to warrant a continuation of the regional approach.
- USAID should consider expanding the program to the Middle East and other countries in Asia. As has been seen in Russia and the NIS, there is a public diplomacy dimension to FTF that would fit well with U.S. Government efforts to improve cultural relations between the United States and Muslim countries. FTF would be an ideal program for this effort, with the dual goal of improving cross-cultural understanding and increasing economic opportunities for agricultural stakeholders in countries like Egypt, Jordan, Lebanon, the Philippines, etc.

- Country managers should be delineated as key personnel in any future cooperative agreement. This will ensure that USAID is properly consulted on any changes in the country manager position and that new candidates possess the appropriate skills and experience for the job.
- The Assessment Team recommends that USAID continue with the arrangement of issuing separate cooperative agreements per region, with one prime implementer responsible for each region. A further consolidation of the regions may be warranted to reduce USAID's management requirements and potentially further increase efficiencies. Should there be an additional consolidation, USAID should expect and welcome teaming relationships between the current IPs. While small organization participation should continue to be encouraged, USAID should ensure that any smaller or new organization selected as a prime IP has the necessary volunteer management experience, regional and technical knowledge, and infrastructure required to properly launch and implement the program.
- USAID should rethink its objectives to MSI participation prior to issuing a new RFA. USAID should not mandate the involvement of MSIs and should not set aside prime awards or a percentage value of the overall award to MSIs in the future. Instead, it should encourage creative relationships that seek to involve MSIs beyond recruitment services. A good example is "The Central American Horticulture, Tree Crop, and Dairy Sectors: An Analysis of the Economic Impacts of Volunteer Technical Assistance to El Salvador, Honduras, Guatemala, and Nicaragua" report that was completed by Florida International University under the Winrock FTF program, an example of the type of analysis the universities can conduct to improve FTF implementation.
- USAID should re-examine the role of the HBCUs. Having them serve principally as recruitment agencies is probably not the best role for these institutions and may not be cost effective. The IPs are using creative approaches to target women and minorities, but privacy issues will probably prevent FTF from capturing the information needed for reporting on the diversity of the volunteers recruited.
- As a management tool or a tool for proposal evaluation, the CpVD metric should be used only as a general guideline and not be interpreted as providing information about differences in cost among regions or focus areas. Further, the metric is also only useful if the programs only field volunteers; if more expenditures are made in support of non-volunteer activities (e.g., workshops, information dissemination, or sector analysis), the utility of the CpVD is further reduced. When evaluating future proposals from FTF applicants, USAID should apply its normal standard of best value, which takes into account the activities planned, anticipated results, quality of personnel, and total costs associated with the program as a whole.
- The next RFA should require that applicants provide a justification for one focus area selected per country, the types of illustrative activities that would be implemented within that focus area, and the anticipated results that can be expected over the life of project. While IPs will undoubtedly work in more than one focus area, this will limit the burden on applicants competing for the new award while giving USAID a means for comparing and scoring proposals. Since this will be a competitive procurement, each applicant should determine the type and level of analysis it feels is appropriate for the single focus area presented per country.
- In preparation for the next RFA and new phase of the program, USAID should undertake a review of all of the indicators, understanding whether and how each of the current indicators is being used, whether for reporting purposes and/or to inform management decisions, and how frequently.
- The program should consider using the individual country program results frameworks that identify objectives for each of the focus areas by country as the basic tool for monitoring IP performance. These matrices could also be used as the focus for reporting on impact.

- FTF would do well to drop the requirement for a semi-annual report, instead using each of the IPs annual work plans together with results frameworks for the first half of the new fiscal year as a basis for reviewing progress mid-term.
- FTF would benefit from the inclusion of specific requirements for a mid-term assessment in the next RFA. This will enable the FTF office to take a more strategic approach to the annual review at the mid-term, encouraging the IPs to assess whether they need to take any mid-course corrections in focus areas, for example, or with respect to hosts/partners as a means to improve performance and enhance and expand impact during the remaining years of the project.
- USAID should provide greater guidance to the IPs (particularly the newer IPs) on what constitutes best practice with respect to in-kind contributions and cost sharing. If an implementer's budget relies too heavily on the presumed contributions of hosts to volunteer assignment costs, it should be understood that this may affect host selection and prevent the implementer from working with what otherwise may be a very good host that simply cannot afford the cost of supporting a volunteer in-country or wants to host a volunteer to test out the program before committing to covering the costs of future volunteers. This should be taken into consideration when evaluating cost and technical proposals for the next RFA to ensure that low cost is not sacrificing host quality.

ANNEX 2

SCOPE OF WORK FOR FARMER-TO-FARMER PROGRAM MID-TERM ASSESSMENT - 2006

I. Purpose of the Assessment

This mid-term assessment of the Farmer-to-Farmer Program has two purposes. First and foremost, it will provide guidance for the crafting of the next Request for Assistance (RFA) solicitation. We note that the Farm Bill for FY 2007-2011 is being crafted this year. Since FtF is funded from the Farm Bill, this assessment might help inform the drafting of the bill. This assessment will review the goals of the program, and identify ways that the program can be more effective, and this information should be useful to those shaping the future FtF program. Based on the 2002 evaluation of the previous program, the FtF program was restructured to maximize economic impact by concentrating the program's efforts on particular focus areas, in geographic regions and aligning the program with Mission objectives. Is there a better way to structure the program to ensure that program impact on the private sector is spread as broadly as possible? In addition, is the FtF program more than a development program? Should there be more emphasis on the impact on the volunteer? These general questions help frame this assessment.

The second purpose is to identify best practices and problem areas so that the program can make mid-course corrections. These recommendations will provide input to the next revision of the FtF Program Manual, "Managing International Volunteer Programs." This information will provide the FTF implementing agencies an opportunity to take stock of their implementation approaches, arrangements, and progress to-date and make any changes that are indicated.

This assessment hopes to yield important findings related to the above-mentioned purposes in a cost-efficient manner. The team will only assess the implementers' progress towards meeting its objectives to the extent that it is necessary to make recommendations on the future design of the program. The program, in general, runs well and is monitored by the annual and semi-annual reports and site visits. Furthermore, many implementation issues identified during the 2002 evaluation were already addressed and do not need to be revisited. While this SOW provides focus to the assessment team on specific expected outcomes, the team is also encouraged to provide comments and recommendations on anything that comes to their attention during the course of conducting the assessment.

II. Scope of Work

The assessment will evaluate progress with the implementation of the current FTF Cooperative Agreements against the stated objectives of the FTF Program. The implementing team will need to be creative in using existing data and reports to assess expected effectiveness and efficiency of the programs. In this the assessment team will need to draw on documented experience from earlier similar programs and from preliminary results achieved. Using that information, the report will assess FTF Program experience and strategies in the following areas:

A. FTF Program Strategies

The team shall assess experience and likely results from changes in the overall FTF Program strategy during this phase of Program implementation (10/03 to present). The assessment report will document and evaluate the following programmatic considerations:

1. **Geographic Spread.** FtF currently has programs in about 40 countries, each receiving anywhere from 2 to 122 volunteers per year. Is this too many? Is it better to concentrate limited resources in fewer countries? Should the large Russia program continue, or is there additional absorptive capacity in Congressional priorities areas, currently Africa and the Caribbean? The current program is structured around 12 geographic areas. What are the pros and cons of this and other possible divisions? These forward-looking questions have not been answered so far by FtF managers.
2. **Strategic considerations.** To what extent do the implementer's strategies and workplans reflect an understanding of and connection to the plans and opportunities of the country, the region surrounding the country, and the plans of other donors and private investors? To what extent do implementers define a realistic niche for FtF among a country's opportunities and the programs of the governments and donors? After defining a Focus Area through their strategy development, the implementer must still select partners and hosts. To what extent and with what success are FtF programs using a form of cost/benefit analysis to help them select among possible local partners, host, and assignments? Is this the best approach to maximizing economic impact? Can the team suggest another?
3. **The RFAs.** The globe was divided up into eight RFAs. How satisfied are current partners with this division of labor? How should the program be structured in order to balance efficiencies of operation with permitting smaller organizations to win a cooperative agreement? Do the benefits of having so many management units outweigh the costs, from the perspective of both the partners and USAID? For example, to what extent has this led to efficiencies of planning, monitoring, management, and placing of volunteers in multiple countries during one trip abroad?
4. **The Farm Bill.** The 2002 Farm Bill language encourages FtF emphasis on Africa and the Caribbean. These regions generally have poor infrastructure, poor access to human capital, poor credit and input markets, poor output markets and a difficult policy environment, and perhaps recent physical conflict. Have FtF partners developed different strategies to take into account the different environment? Have they been successful? Are we asking too much of the implementers that work in the lowest income countries? Does FtF have the right balance between countries in need and countries with a better chance of widespread economic impact, given FtF's mandate and USAID's mandate?
5. **Use of Minority Serving Institutions.** What are the lessons learned from the mentoring relationships between FtF primes and the sub-contractors? How well has the use of "set-aside" arrangements for competitive selection of new implementing agencies worked and what might be done in the future? What do the new implementing partners still need to do to be on the same footing with the more experienced FtF partners? Given what it takes to mount a successful FtF program, do the partners see the development of this expertise in their long-term strategic interest?

6. Diversity of volunteer pool. Has the attempt to broaden participation of volunteers via engagement of minority serving institutions been successful to date? To what extent are there procedures and systems for recruiting both experienced volunteers as well as first-time volunteers who are women and minorities? The assessment should identify successful approaches in broadening the pool of implementing agencies and volunteers and identify any new or alternative approaches that might be used.
7. Balancing cross-cultural exchanges and developmental impacts. According to FtF veterans, over its 21-year history, the FtF program has shifted from its cross-cultural exchange origins to one that is driven by quasi-professional development experts. These volunteer consultants may be better able to fulfill the terms of more precisely written scopes of work and the requirements of documenting economic impact. Has there been such a shift? If so, has the shift been good or bad? Has the increased focus on developmental impacts reduced the pool of potential volunteers? Does the design of a next FtF program need to re-balance the people-to-people and the developmental goals of the program?
8. Low cost vs. high impact. Is the emphasis on lower costs per volunteer day at odds with the better planning, support services, etcetera that are associated with greater impacts? Cooperators seem to hire junior staff for many FtF positions, and split-fund positions. To what extent is there a perception that this detracts from high impact?
9. Focus areas. Has the emphases on clustering volunteers on sub-sectors and with particular hosts been a positive one? Have the implementers missed important targets of opportunity?
10. Maximizing the impact on the private sector. What other strategic partnerships and alliances should we consider in planning the next RFA that will encourage greater private sector involvement (see also B.4)? For example, should FtF work towards greater collaboration with USDA or USAID's Global Development Alliance (GDA)?

B. Implementation Issues

Successful FtF programs understand that good performance is predicated upon having good contacts in the field to identify good partners and hosts, support services to handle both volunteers and M&E functions, and an effective U.S. recruiter. In examining the extent to which this is understood and practiced, the assessment team will specifically look at:

1. Program Alignment with USAID Mission Objectives. The implementers may align their strategies to Missions strategies when they submit their proposals initially, however with turnover in Mission staff and the rewriting of Mission strategies, the implementers strategies may no longer be aligned with those of the Missions. What has been the experience with aligning FTF programs with USAID country Strategic Objectives and reconciling these objectives with FTF global objectives and program and implementer capabilities? Do the Missions understand that FtF has focus areas and objectives or would they prefer that FtF be more flexible to respond to Mission programs and targets of opportunity not covered by their existing portfolios? Are the FtF programs sufficiently flexible to accommodate the needs of Missions and the countries in which they work?

2. Short-term local vs. long term broad impacts. A volunteer's assignment is typically only 2-3 weeks long, while the FtF program is 4-5 years long. To what extent does one volunteer assignment lead to another, allowing for institution building or movement up the value chain (see below)? To what extent are FtF assignments taking the same message/advice to other areas of a country (horizontal development)? How do the implementers view the relative importance of each approach? Are there best practices that might help FtF achieve greater impact?
3. Future demands of the program. To what extent do FtF implementers perform value chain analyses, how accurate are they and do they help to inform program management decisions? Has there been a shift in FtF assistance up the value chain, with less focus on production, and more assignments in processing, packaging, transportation, marketing and finance? If so, what are the implications, such as finding qualified volunteers?
4. Expanding potential impact. A number of volunteer assignments help individual enterprises. To what extent have implementing partners developed and carried out strategies to share these recommendations beyond the immediate enterprises? What are some best practices, such as using Chambers of Commerce, business associations and cooperatives? Are the partners making sure that FtF assistance is not distorting the market by giving competitive advantage to one enterprise over another? Are there other more effective ways to maximize the spread of impact?
5. M&E and impact measurement. What are some of the best practices on measuring impact? What training would be useful to improve M&E? To what extent can/should FtF monitoring rely on that of an existing project or data source? Are the implementers aware of their responsibility to assess and document the quality of the data they collect? What are some best practices that can be added to the FtF Manual?

C. Implementation Progress

The assessment team will summarize and compile information on progress with implementation against plans and impact targets for each of the twelve FTF Programs. The assessment team will rely on existing documents for this task (please see attached list of resource documents), and NOT conduct interviews NOR issue questionnaires. They will document and comment upon:

1. Implementing agency progress in delivery of planned inputs, namely volunteers, volunteer days, and various in-kind contributions.
2. Outputs. These include numbers of people trained, and other types of direct and indirect beneficiaries.
3. Impacts achieved to-date and prospects for impacts from the program activities.
4. Cost efficiency or cost effectiveness of program activities in different geographic regions and focus areas.

III. Parameters for the Assessment

Although the assessment is quite important to planning the design and implementation parameters for future FTF Program activities, it will have to be carried out within a limited resource envelope. The Program operates in about 40 countries under 12 programs implemented through 11 Cooperative Agreements.

Tentative site visits include Russia, a country (or two) in West Africa, and Central America. Given that the Russia program is the largest and due to end before the others, this would be a possible field trip. West Africa is a must, given the importance placed on Africa by the legislation, and the challenges of implementation. The Winrock program in Central America is also fairly large, and has not been visited within the past three years. USAID, with the advice of the assessment team, will select the sites to be visited and the composition of the teams that go to each location (it is highly likely that the assessment consultants will split up to cover many countries during the limited timeframe).

VI. Deliverables

A. Reporting Requirements

The Final Assessment Report must contain an Executive Summary, and have an overall length of 30-60 pages, excluding annexes. The Assessment Report must be submitted electronically to the USAID FTF Staff (contact information to be provided upon award of Task Order.) *Special Note:* The Semi-Annual reports for the FTF Program completed in May of 2006 will provide data on program impacts as of the mid-point of the current phase of the FTF Program

The assessment team should complete the draft final report for review by USAID and the implementing agencies in December 2006 and a final report by February 15, 2007. The team will submit ten hard copies of the final report to USAID.

B. Dissemination of Findings

The FTF Assessment Team must be available for up to three meetings at USAID during the period of performance for this Task Order to share the findings. One of those meetings may be a one-hour seminar in USAID.

Annex

Background and Resource Materials

The FtF program currently operates in the following countries. Note that Eritrea was dropped by Virginia State University because of difficulties with their program as well as in the conditions in the country itself. Senegal was dropped by OICI so it could focus on its four other countries. East Timor, Vietnam, and Bolivia were also added, but at a very small scale.

<u>Program</u>	<u>Countries</u>
Winrock International/Asia	Bangladesh, Indonesia, Nepal, Sri Lanka, East Timor, Vietnam
Partners of the Americas/Caribbean	Guyana, Haiti, Jamaica
ACDI/VOCA /Caucasus	Armenia, Azerbaijan, Georgia
Winrock International/Central Asia	Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan
ACDI/VOCA/Eastern Africa	Kenya, Uganda
Eastern Africa/Virginia State University	Ethiopia
Winrock International/Latin America	El Salvador, Guatemala, Honduras, Nicaragua, Bolivia
ACDI/VOCA/Russia	Russia
Florida A&M University/South Africa	South Africa
Land O'Lakes/Southern Africa	Angola, Malawi, Mozambique, South Africa, Zambia
OIC International/Western Africa	Ghana, Guinea, Mali, Nigeria
CNFA/Western NIS	Belarus, Moldova, Ukraine

ANNEX 3 – METHODOLOGY

The assessment was carried out from September 2006 – February 2007. The assessment was designed to take advantage of the information already available from existing project reports, USAID and USG documents, and other materials available. Every effort was made to minimize the burden placed on the current implementing partners as this was a concern expressed by USAID from the last evaluation of the program in 2002.

The team conducted a series of key informant interviews with representatives from USAID, the headquarters and field offices of the IPs, USDA, volunteers, partner organizations, host institutions, and other program stakeholders.

Semi-structured interview guides were used to collect data from each of the key informants. The questions included in the guides were designed to solicit information relevant to each of the key goals, objectives, and questions outlined by USAID in the Assessment Scope of Work. Separate interview guides were prepared for informant interviews with **IP Headquarters Staff**, **IP Field Staff**, and **Volunteers**. The four members of the assessment team conducted interviews with IP Headquarters and Field Staff; and Host Institutions. Initial interviews were conducted as a group to ensure consistency of the interview process and to test the questionnaires. Once the interview guides were finalized the remaining interviews were divided among the team members. The team conducted field visits to El Salvador, Ghana, Guinea, Uganda, Zambia, India, and Nepal. Volunteer surveys were conducted by a member of QED's staff. The interview guides are attached to the Methodology Section.

The team also relied extensively on existing documentation including the IPs semi-annual and annual reports; program descriptions; annual work-plans; the FTF Annual Report; the FTF Manual; the previous FTF Evaluation Reports; the 2002 U.S. Farm Bill; the 2003 FTF Request for Assistance (RFA); and other relevant USAID and USG documents.

Interview Guide
Farmer to Farmer Implementers – Headquarters-Based Staff

How would you design the next stage of the FTF Program?

A. Geographic Spread

1. Are you still working where you intended to work 2 years ago, and if not, why?
2. Would you continue to work in the same countries, and if so/not, why?
3. More broadly, would you keep the current geographic focus? And the same countries?
4. Does FTF have the right balance between countries in need and countries with a better chance of widespread economic impact, given FTF's mandate and USAID's mandate? (*4. The Farm Bill*)
5. Are you aware of the new USAID 5 x 6 framework? If so, would this change the way you would select countries, design and implement the program? If not, (interviewer: explain that the framework differentiates countries by stages of political/econ development)
6. Do you think there are differences in how FtF operates and should operate in different country contexts?

B. Strategic Considerations

1. Is your organization's FtF program integrated with other programs/projects your organization manages?

C. Use of Minority Serving Institutions

(Is the organization an MSI? ____ yes ____ no. If not,)

1. Are you currently working with an MSI? If so, through what mechanism/structure?
2. (To both MSIs and non-MSIs) What is the best way to involve the MSIs in the program?

D. Diversity of the Volunteer Pool

1. Has the diversity of your volunteer pool increased? If so, how do you know? What steps does your organization take to increase the diversity of the volunteer pool?
2. What has been the impact on the program? Should there be changes in the next stage?

Is there an FtF recruiter within your organization with whom we could have a follow-up conversation?

E. Focus Areas / 13. Future Demands of the Program

1. Has the emphasis on clustering volunteers on sub-sectors and with particular hosts been a positive one? Do you believe you have missed important targets of opportunity because of a concentration on a specific focus area?

2. Have you changed your focus areas in the last two years, and if so, why? And what process was required with USAID to make the change?
3. Would you keep the sub-sector focus? What resources would you need to improve your sub-sector analysis?

F. Program Alignment with USAID Mission Objectives

1. What has been your experience with trying to align FtF's global objectives with the Strategic Objectives of the host country USAID Missions in which you work?
2. Have Missions bought in to any of your programs? If so, how did it come about? How is it working?

G. Maximizing the Impact on the Private Sector

1. Is there any collaboration between your FtF program and the US private sector – informally or formally?
2. Is there more opportunity for collaboration with the US private sector? And how much emphasis would you place on this as a focus/goal? What structures/mechanisms for collaboration are the most successful?

H. Balancing Cross-cultural Exchanges and Development Impacts

1. What do you think should be the balance between the people-to-people and development goals of the program?
2. What follow up, if any, do you have with volunteers when they return from an assignment?

I. Low Cost Versus High Impact

1. If there were less emphasis on cost per volunteer day, and on meeting the target number of volunteers, how would you use your existing resources differently?

J. Short-Term Local vs. Long-Term Broad Impacts

1. How do you define the success of your FTF country program(s)?
2. What approaches do you think are effective for FtF in order to achieve long-term impact, that you have used, or think should be used?

K. Expanding Potential Impact

1. What are some of the most successful strategies you have used to expand/broaden the impact of your program? Are there other approaches that you would like to use to be able to expand impact? How do resource constraints, and the current design of FtF, affect this?

L. M&E and Impact Measurement

1. What changes would you make to the design, and the methods of evaluation, of the FtF program? (Interviewer probe for: Management, Efficiency, Program Impact/Effectiveness, People-To-People)

2. How does your organization carry out its Monitoring and Evaluation (data collection and reporting) of the FtF program? (Is there someone else involved in M&E of the FtF program within your organization with whom we could talk?)

Note to interviewer: Request names and contact information of volunteers fielded within the last two years.

Interview Guide
Farmer to Farmer Implementers – Field Staff

Introductions and General Comments

You have received our SOW, would like to give you a chance to ask your general comments or questions on our SOW.

How would you design the next stage of the FTF Program?

A) Geographic Spread / Choice of Countries / Differentiation among Countries

1. Are you still working where you intended to work 2 years ago, and if not, why?
2. Why should USAID continue to work in your country?
3. Do you think there are differences in how FtF operates and should operate in different country contexts?

B) Focus Areas / Coordination with other projects / USAID Mission Objectives

Focus Areas / 13. Future Demands of the Program

1. Has the emphasis on clustering volunteers on sub-sectors and with particular hosts been a positive one? Do you believe you have missed important targets of opportunity because of a concentration on a specific focus area?
2. How does this balance with the need for flexibility to respond to specific requests/needs?
3. Would you keep the sub-sector focus? What resources would you need to improve your sub-sector analysis?
4. What analysis have you done on the sectors in which you work? If you have done analysis, who conducted the analysis? Please describe the process.

Program Alignment with USAID Mission / US Government Objectives

1. What has been your experience with trying to align FtF's global objectives with the Strategic Objectives of the host country USAID Missions in which you work?
2. Does your USAID Mission have Economic Growth and/or Agriculture as part of its overall strategy?
3. How closely do you coordinate and/or report to your USAID Mission?
4. Have Missions bought in to any of your programs? If so, how did it come about? How is it working?
5. Does USDA have a representative in your country? Do you collaborate with them?

Strategic Considerations

1. Is your organization's FtF program integrated with other programs/projects your organization manages?
2. Do you integrate with other USAID or donor funded programs in-country?

C) Balancing Cross-cultural Exchanges and Development Impacts

1. What do you think should be the balance between the people-to-people and development goals of the program?

2. What follow up, if any, do you have with volunteers when they return from an assignment?

D) Enhancing Program Impacts

Low Cost Versus High Impact

1. If there were less emphasis on cost per volunteer day, and on meeting the target number of volunteers, how would you use your existing resources differently?

Short-Term Local vs. Long-Term Broad Impacts?

1. What approaches do you think are effective for FtF in order to achieve long-term impact, that you have used, or think should be used?

Expanding Potential Impact

1. What are some of the most successful strategies you have used to expand/broaden the impact of your program? Are there other approaches that you would like to use to be able to expand impact? How do resource constraints, and the current design of FtF, affect this?

E) Monitoring and Evaluation – Impact Measurement

M&E and Impact Measurement

1. How does your organization carry out its Monitoring and Evaluation (data collection and reporting) of the FtF program? (Is there someone else involved in M&E of the FtF program within your organization with whom we could talk?)
2. What changes would you make to the design, and the methods of evaluation, of the FtF program? (Interviewer probe for: Management, Efficiency, Program Impact/Effectiveness, People-To-People) “should USAID consider any changes”

Diversity of the Volunteer Pool

1. Has the diversity of your volunteer pool increased? If so, how do you know?
OR - There was an expectation was that the MSI program would result in greater diversity in the volunteer pool – do you think that has happened?
2. What steps does your organization take to increase the diversity of the volunteer pool?
3. What has been the impact on the program? Should there be changes in the next stage?

F) Relationships with the Private Sector

Maximizing the Impact on the Private Sector

1. Is there any collaboration between your FtF program and the US private sector – informally or formally?
2. Is there more opportunity for collaboration with the US private sector? And how much emphasis would you place on this as a focus/goal? What structures/mechanisms for collaboration are the most successful?

Interview Guide
Farmer-to-Farmer Implementers – Volunteers

Introduction and General Comments

We will interview approximately 36 volunteers. Each assessment team members should interview at least 5 volunteers. We are requesting a list of 20 volunteers from each of the 12 programs. Approximately 3 volunteers from each program/region will be interviewed. We are requesting a mix of volunteers that have done multiple assignments and only one assignment. Each assessment member will interview 3 volunteers from the region to which s/he is traveling and 2 others to be determined. The remaining 16 interviews will be conducted by QED M&E Specialist and QED Assessment Assistant.

Questions:

A. Background

1. For which implementer(s) have you volunteered?
2. How many assignments?
3. Where have you traveled?
4. What is your area of expertise?
5. Who have you assisted? Types of Host Institutions?
6. How did you learn about the FTF Program? How were you recruited?

B. Experience

1. How would you assess your experience? (i.e. quality of the assignment, logistics and support)
2. Would you characterize your assignment/experience as a success? Why?
3. What could have made your assignment even more successful?
4. What were the highs and lows of your experience(s)?
5. Would you volunteer again? Have you or would you recommend someone you know to volunteer?

C. Post-Assignment

1. Have you remained in contact with your host(s) since the assignment? If so, has the FTF Implementer facilitated that communication?
2. Have you given any presentations to local organizations about your experience? Have any articles been written about your experience? If so, did the FTF Implementer support you in these efforts?
3. Did you learn anything on your assignment that has resulted in you doing anything differently in your work?

4. Have you hosted any of the people you assisted during your travel in the United States? If so, do you know what program this was through?

D. Looking Forward

1. What changes, if any, would you recommend for FTF in the future?

ANNEX 4 – FTF Projected Volunteers and Volunteer Days

FTF Projected Volunteers and Volunteer Days Per Country (FY2004 - FY2008)				
Country	Total No. of Vols.	Total Vol. Days	Avg. Vols./year	Avg. Vol. Days/year
Projected ≤ 20 Volunteers Life of Project				
Peru	20	320	4	64
Eritrea	1	44	0	9
Angola	20	840	4	168
Senegal	1	16	0	3
East Timor	14	248	3	50
Vietnam	14	249	3	50
Projected 21-60 Volunteers Life of Project				
El Salvador	43	688	9	138
Malawi	54	1134	11	227
Mozambique	39	1008	8	202
South Africa (LOL)	54	1134	11	227
Zambia	54	1134	11	227
Mali	57	912	11	182
Bangladesh	48	810	10	162
India	47	800	9	160
Indonesia	27	459	5	92
Nepal	51	851	10	170
Sri Lanka	27	459	5	92
<i>Belarus</i>	32	576	8	144
Projected 61 - 100 Volunteers Life of Project				
Guatemala	71	1136	14	227
Honduras	75	1200	15	240
Nicaragua	96	1536	19	307
Jamaica	65	975	13	195
Guyana	65	975	13	195
Haiti	70	1050	14	210
Kenya	94	1974	19	395
Uganda	94	1974	19	395
Ethiopia	81	1701	16	340
South Africa (FAMU)	85	1700	17	340
Ghana	91	1456	18	291
Guinea	61	976	12	195
Nigeria	90	1440	18	288
<i>Armenia</i>	82	1394	21	349
<i>Azerbaijan</i>	82	1394	21	349
<i>Georgia</i>	70	1190	18	298
<i>Kazakhstan</i>	96	1632	24	408
<i>Turkmenistan</i>	64	1904	16	476
Projected > 100 Volunteers Life of Project				
<i>Ukraine</i>	176	3168	44	792
<i>Moldova</i>	108	1944	27	486
<i>Kyrgyzstan</i>	114	1938	29	485
<i>Tajikistan</i>	112	1388	28	347
<i>Uzbekistan</i>	116	1972	29	493
<i>Russia</i>	484	8470	121	2118

ANNEX 5 – FTF AND USAID’S COUNTRY CATEGORIES

POTENTIAL FTF ACTIVITIES BY USAID COUNTRY CATEGORY				
Country Category	Category Definition	Economic Growth Objective	Potential FTF Activities	Current FTF Countries Defined in Category
Rebuilding Countries	States in or emerging from and rebuilding after internal or external conflicts.	Assist in the construction or reconstruction of key internal infrastructure and market mechanisms to stabilize the economy.	<p>Income generating activities to underserved rural communities through spread effect approaches</p> <p>Assistance along the value chain</p> <p>Support to nascent agricultural support institutions.</p>	Haiti
Developing Countries	States with low or lower-middle income, not yet meeting MCC performance criteria, and the criteria related to political rights.	Encourage economic policies and strengthen institutional capacity to promote broad based growth.	<p>Assistance along the value chain while transitioning away from production to marketing, processing, regional and international trade promotion</p> <p>Income generating activities to underserved rural communities through spread effect approaches</p> <p>FTF niche in support of USAID/USG in-country objectives or properly delineated from existing USAID agricultural programs.</p> <p>Potential linkages with MCC (if applicable)</p> <p>Capacity Building of local agricultural support institutions</p> <p>Explore partnerships with local</p>	<p>Armenia (MCC)</p> <p>Azerbaijan</p> <p>Bangladesh</p> <p>Ethiopia</p> <p>Eritrea</p> <p>Georgia (MCC)</p> <p>Guatemala</p> <p>Guinea</p> <p>Guyana</p> <p>Indonesia</p> <p>Jamaica</p> <p>Kazakhstan</p> <p>Kenya</p> <p>Kyrgyz Republic</p> <p>Malawi</p> <p>Moldova</p> <p>Nigeria</p> <p>Senegal (MCC)</p> <p>Tajikistan</p> <p>Turkmenistán</p> <p>Uganda</p> <p>Ukraine</p> <p>Uzbekistán</p> <p>Vietnam</p>

			institutions	
Transforming Countries	States with low or lower-middle income, meeting MCC performance criteria, and the criteria related to political rights.	Provide financial resources and technical assistance to promote broad-based growth.	<p>Potential linkages with MCC agricultural initiatives or differentiation from MCC activities</p> <p>Assistance up the value chain - (processing, marketing, regional and international trade promotion) –</p> <p>Strategic sectors and industries supported</p> <p>Assistance through local partners or partnerships with local agricultural support institutions</p>	<p>Bolivia (MCC)</p> <p>East Timor (MCC)</p> <p>El Salvador (MCC)</p> <p>Ghana (MCC)</p> <p>Honduras (MCC)</p> <p>India</p> <p>Mali (MCC)</p> <p>Mozambique (MCC)</p> <p>Nicaragua (MCC)</p> <p>Sri Lanka (MCC)</p>
Sustaining Partnership Countries	States with upper-middle income or greater for U.S. support is provided to sustain partnerships, progress, and peace.	Create and promote sustained partnerships or trade and investment.	<p>Assistance up the value chain – (processing, marketing, regional and international trade promotion)</p> <p>Strategic sectors and industries supported</p> <p>Partnerships with local institutions, agribusinesses, etc.</p> <p>Pairing of volunteers with local specialists</p> <p>Public Diplomacy dimension emphasized</p>	<p>Russia</p> <p>South Africa</p>

ANNEX 6

Background Information on Farmer to Farmer Countries

FTF Countries	GNI Per Capita in 2005 (US\$)	Value Added in Agriculture as a Percent of GDP 2004 (%)	Number of People Economically Active in Agriculture (Millions)
Ethiopia	160	42	25.2
Malawi	160	38	NA
Eritrea	220	15	NA
Nepal	270	40	7.2
Uganda	280	33	NA
Mozambique	310	23	NA
Tajikistan	330	23	0.5
Guinea	370	25	NA
Least Developed Countries	378		
Mali	380	36	0.9
Kyrgyzstan	440	39	0.8
Ghana	450	35	NA
Haiti	450	27	NA
Bangladesh	470	22	51.8
Zambia	490	19	NA
Uzbekistan	510	35	3.4
Kenya	530	17	NA
Nigeria	560	37	NA
Low Income Countries	580		
Vietnam	620	23	23.1
Senegal	710	17	NA
India	720	23	NA
Turkmenistan	730	25	NA
East Timor	750	NA	NA
Moldova	880	23	0.5
Nicaragua	910	18	0.7
Bolivia	1,010	36	0.1
Guyana	1,010	NA	NA
Sri Lanka	1,160	20	24.7
Honduras	1,190	13	1.0
Azerbaijan	1,240	16	1.1
Indonesia	1,280	17	41.8
Angola	1,350	9	NA
Georgia	1,350	21	0.9
Armenia	1,470	24	0.5
Ukraine	1,520	14	4.0
Lower Middle Income Countries	1,910		
Guatemala	2,400	22	NA
El Salvador	2,450	9	0.6
Middle Income Countries	2,640		
Belarus	2,760	10	NA
Kazakhstan	2,930	8	2.4
Jamaica	3,400	5	0.2
Russia	4,460	5	6.8
South Africa	4,960	4	1.2
Upper Middle Income Countries	5,625		

Sources: World Bank and International Labor Organization

ANNEX 7 – ILLUSTRATIVE FTF SUCCESS STORIES

Honor/Janesville man earns Presidential Award

from 1B
ould be paying these people
wonderful experiences I
l says. "Everyone is so great
nd so appreciative of my

ughs easily, which helps him
inevitable rough spots in
places.
er this year, he got stranded
rren steppe of Kazakhstan,
he road stretches straight
houses for miles.
attractive interpreter in-
him to stay out of sight
e stood on the highway and

secured a ride back to the hotel,
which was 220 miles away.

"I felt like I was in a Bing Crosby
movie," Al says.

The two eventually arrived in
Karaganda, where his interpreter
works as a movie actress and claims
to know Arnold Schwarzenegger.

It was also in Kazakhstan that a
polite Al choked down fermented
horse milk, offered by hospitable
people living in yurts.

See what I mean about stories.

Al has so many that he has to let
one out once in a while or he'll ex-
plode.

He leaves for another project
Monday. This time, Al is going to
Azerbaijan, which butts up against
Armenia and Russia, to help a com-
pany develop ice-cream flavors.

It's a sweet deal. The agency spon-
soring Al provides airfare, an inter-
preter and drivers while on assign-
ment.

He volunteers through one of
three organizations: Land-O-Lakes'
Farmer-to-Farmer Program; Agri-
cultural Cooperative Development
International/Volunteers in Over-
seas Cooperative Assistance, or Win-
rock International.

The groups tap professionals in
the United States who are willing to
donate their knowledge to enter-
prises in developing countries.

Before retiring in 1991, Al was op-
erations manager of the former
Beatreme Foods in Beloit. Later, he
worked in sales and consulting with
another company.

He draws on his knowledge of
dairy and food science to solve prob-
lems in remote places where no rules
limit how things should be done.

Al encourages anyone with the
tiniest sense of adventure to get up
and get going.

"There are so many needs," he
says. "I'm grateful everyday for the
opportunity to help somewhere in
the world."

By the way, he's been to 65 coun-
tries so far—and counting.

Many were personal trips with
Jan.

Al has only one regret:

"I wish I was 20 years younger.
There's still so much to do."

*Anna Marie Lux is a columnist
for The Janesville Gazette. Her
columns run on Sundays, Tuesdays
and Thursdays. Call her with ideas
or comments at (608) 754-3311, Ext.
264. Or e-mail her at
amarielux@gazetteextra.com.*

Presidential award goes to our own Mr. Ambassador

Janesville man helps communities around the world

JANESVILLE

Al Schuetz wants to visit 100
countries before he gets old.

But that's only part of the moti-
vation behind the 74-year-old's in-
terest in places
that most of us
can't even find on
a map.

Al just got the
President's Volun-
teer Service Award
for tirelessly work-
ing to improve re-
mote communities
around the world.

The high honor
comes from the
White House and
recognizes Al's out-
standing volun-
teerism.

Al received the
recognition after
coming home from
Kazakhstan, where
he helped a small
co-op figure out
how to produce
dairy products
from surplus milk.

I've reported on Al's efforts in the
past. But the Janesville man just
keeps doing more and more.

In the last eight years, Al has
helped out in 14 countries, spend-
ing up to a month in each. His wife,
Jan, worked on her own projects in
two others.

Among Al's destinations were:
Georgia, Uzbekistan, Turk-
menistan.

Romania,
Kosovo, Bosnia.

Ethiopia,
Zambia, South
Africa.

Al has
worked on 16
projects, all re-
lated to dairy
manufacturing,
through non-
profit groups in
the United
States.

Not bad for a
guy who didn't start volunteering
overseas until he was 67.

Now, he's Janesville's own Mr.
Ambassador, bringing his good na-
ture and good sense to many who
need it.

Listen to Al tell one of dozens,
probably hundreds, of stories about
his trips, and you'll know his effort
is no one-way street.

Turn to **HONOR** on Page 4B



Schuetz

66 99

I should be
paying these
people for the
wonderful
experiences I
have.

Al Schuetz



ANNA MARIE LUX

BETWEEN THE LINES

THE DAILY DISPATCH

Giving to Ghana

By AL WHELESS, *Daily Dispatch*
Writer

Christine Klahn's trip to Ghana in June has inspired her and a friend to put on two fund raisers in Henderson to help an impoverished orphanage in the West African country.

The first will be a combination fashion show and silent art auction that will be held sometime between Thanksgiving and Christmas.

The second will be a chocolate-tasting party that will take place close to Valentine's Day next February.

Sponsors and locations are being sought for both events, according to the 32-year-old instructor at Vance-Granville Community College. Helping Klahn with the two efforts will be Copper Rain, a retired Vance-Granville employee.

Klahn's personal mission to the Oregon-sized nation lasted three weeks and was not connected with the college. It was financed by Opportunities Industrialization Centers international, a private, non-profit organization.

She said VGCC also will not be involved with the fund-raisers for the Historic Adventist Orphanage. It was the poorest of three privately-operated homes for children that Klahn visited.

“We're looking for artists to donate their works for the silent auction,” she said.



Contributed photo

Christine Klahn is surrounded by some of the field agents of Opportunities Industrialization Centers International. They were her students in organic agriculture classes she taught at the new Sullivan Training Centre in Tamale.

Those who want to send tax-deductible contributions to the cause can make their checks out to Opportunities Industrialization Centers International, Klahn added.

Her mailing address is P.O. Box 2281, Henderson, N.C. 27536. Klahn's e-mail address is sunflowerartistnc@yahoo.com.

Part of the money will be used to build a 35-bed dormitory for children whose ages are 4 to 18.

Also, the only building on the property will be converted into kitchen, dining and first aid clinic facilities, as well as a small sleeping area for a visiting doctor or nurse.

Currently, the children are sleeping in small rooms with very little storage space in the existing structure. Each room contains 12 bunk beds. All of the cooking has to be done outdoors in large kettles over. There is only one caretaker.

“I had never been to Africa before,” Klahn said Friday during an interview. The trip was made possible through OICI's Farmserve program which sends professional volunteers to Ghana, Guinea, Mali and Nigeria.

The purpose is to teach food security, microenterprises, nutrition, health education and sanitation to people in mostly rural villages.

OICI is supported by the American government through grants from the Agency for International Development, the Department of Agriculture and the Department of Labor.

Klahn spent three days giving OICI field agents instructions in organic agriculture methods at the new Sullivan Training Centre in Kumbungu region of Tamale. She also helped plant a test plot of organic maize that was strip-crossed with cowpea.

During the mission, Klahn toured a successful mango plantation and visited three northern villages where different degrees of organic farming methods were being used.

OICI asked her to go back to Ghana next summer to help the Historic Adventist Orphanage through the Hope Program. It helps children whose families have been affected by HIV and AIDS.

When Klahn returns, Rain wants to accompany her. Klahn plans to build a chicken coop for eggs and start an organic market garden. She also hopes to teach jam-making, vegetable preservation and soap-making as micro-enterprises.

Rain and Klahn envision a link between the people of Kumasi in Ghana and Henderson's residents.

There are some “tragic similarities” between the two cities, according to Klahn. She said Henderson ranks high in HIV/AIDS and poverty in North Carolina.

“A community garden for the City of Henderson is next year's project, Klahn said.
“Children will learn how to grow food sustainably, care for the earth and feel the pride of creating something special.”

To get from Raleigh-Durham International Airport to the capitol city of Accra in Ghana took Klahn 24 hours, with stops in Washington, D.C., Frankfurt in Germany, and Lagos in Nigeria.

Because Klahn had to change planes in Washington, D.C., her luggage didn't make the flight to Frankfurt. She had to spend a day in Ghana without her suitcases.

The return trip to North Carolina was 34 hours long. It included an 8-hour layover in Frankfurt and a 3-hour delay in arriving at RDU.

“Most people in Ghana can't afford to fly anywhere,” Klahn said.

Contact the writer at awheless@hendersondispatch.com.

FOR IMMEDIATE RELEASE

USAID *Farmer-to-Farmer* Program and OIC International Provide Emergency Response to Avian Influenza Crisis in Africa

Washington, DC, February 28, 2006

The deadly H5N1 bird flu virus was detected on a large commercial chicken farm in Nigeria, and became international news as the very first outbreak of Avian Influenza (AI) on the continent of Africa. That was February 8, 2006. Through cross-continental team work, telephone calls, and emails back and forth across cyberspace, the **United States Agency for International Development's (USAID) *Farmer-to-Farmer* program was able to respond within 24 hours** to the AI outbreak and urgent request for support voiced by the USAID Mission in Nigeria.

The John Ogonowski *Farmer-to-Farmer* Program is a USAID program that works worldwide, and seeks to send US farmers and farm educators to developing countries on short term training and outreach assignments. In this emergency response *Farmer-to-Farmer* worked with OIC International, one of its implementing agencies, located in Philadelphia, to scout and send an expert who could travel immediately to provide services to diagnose and assess the outbreak's scope and severity, and to develop outreach and training modules that could be used for education to prevent future outbreak. Through OIC International's recruitment network, OICI was able to find Dr. David J. Henzler who was qualified, available and enthusiastic to help. Dr. Henzler is a national expert in poultry medicine, whose credentials include being an epidemiologist and veterinarian who has spoken worldwide on poultry disease topics.

Dr. Henzler's three-week assignment includes meetings with key officials from the Government of Nigeria as well as international Non-Governmental Organizations who are part of the task force, such as World Health Organization. Key issues that Dr. Henzler is addressing include: working with local governments to discuss compensation for affected farmers, training farmers and outreach personnel on clinical signs of Avian Influenza, stamping out and sanitation, Biosecurity, and success stories from other countries affected by AI. Dr. Henzler is expected to train over 600 people by the end of his stay. Plans are also underway to replicate the training in Nigeria's southern region, as a preventative measure. The USAID Nigeria Mission commends *Farmer-to-Farmer* and OIC International for "responding in such a rapid and professional manner," and is looking for further support and continued partnership in the future, to combat this deadly pandemic.

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Contact: Dr. Shirley Pryor; *Farmer-to-Farmer* Program Manager and CTO; United States Agency for International Development (USAID); 202-712-4086 (tel.); 202-216-3579 (fax); spryor@usaid.gov (email)

Impact Summary Report – South Africa

Title of Assignment: Crop Farmers Tractor Training

Host Enterprise: Ngobo Cooperative

FTF Consultant: LeRoy Vanicek

Assignment Date: May 2006

Economic Impact: \$200,000 USD

Direct Beneficiaries: 100 farmers

Host Background

The former Transkei Homeland in the Eastern Cape has traditionally been known for subsistence farming of livestock, maize and vegetables. The land holds vast agricultural potential, but the culture of the people reveals a clear remnant of generations of migrant laborers leaving their farms and families to work in the mining industry 900 miles from home. Issues at hand are complex and appear to be part social and part economic. Incentives by South African government departments and agencies are aimed at creating an economic market pull effect on the production of cash crops in the area, in an attempt to restore the economic prospects of the agricultural community. The rationale behind such initiatives is to reduce the need for breadwinning family members to seek work in other places, and leaving their families on the land, which, under the new national laws holds considerable potential for economic growth. Land O'Lakes, under the Farmer to Farmer program, has exercised discretionary support in parts of this process. Four volunteer assignments have supported initiatives this year to improve on farm productivity of out growers and associations where markets are guaranteed.

A key constraint to farmers as they seek to transition from subsistence to commercial production is that individual farmers can rarely afford tractors and implements. This problem leads to mixed success with animal traction and in some instances, arable fields lying fallow. One of the ways of empowering rural Eastern Cape farmers to produce commercially viable volumes of crops may be through the provision of paid cultivation services either through their cooperatives or through reliable entrepreneurs. Stakeholders still often lack the skill to manage the procurement and delivery of services related to working the land. The Farmer to Farmer Program has been well positioned to support both farmers and service providers in this area.

The South African Department of Agriculture has made grant funding available to Ngobo Cooperative for the purchase of three medium sized tractors on condition that Land O'Lakes provide suitable training to grantees in the correct use of the tractors for the benefit of the cooperative's 500 clients. This in itself is an endorsement of the Farmer to Farmer Program's standing as a development resource to farmers.

Scope of Work

On this assignment, the volunteer was required to:

- Train farmer owners of the Ngobo Cooperative in tillage practices that would optimize crop production while developing and sustaining conservation practices;
- Training on the skills required for cooperative utilization of machinery, which included operation schedule management systems, client management and administration, service application procedures, procurement of maintenance service providers and general maintenance practices.

The volunteer findings were at first of serious concern in terms of the cooperative membership structure and election process of leadership. The hosts' knowledge of cooperative governance and management appeared to be modest. Given his experience in cooperative management, the volunteer, Mr. Leroy Vanicek, was able to provide recommendations to the cooperative to either change their corporate mission and structure or to open their membership. He conducted surveys of feasible rental rates for equipment, and made recommendations accordingly.



Economic Impacts

The net result of this assignment is that three new tractors are being successfully managed to provide services to at least 100 of the farmer clients at a competitive rate, which will result in the viable cultivation of at least 200 hectares of land for the commercial production of maize and vegetables.

Annual Net Revenues for services rendered by Ngobo Cooperative are expected to be \$9,000 and improved revenue to farmers are expected to be \$3,000 per year. The value of the tractors donated to Ngobo Cooperative on the grounds of the training was \$190,000.

Randall Martin (BA '76), Faculty Director, Study-abroad Programs and faculty member, Management and International Business Department



Extension university branch in Honduras has strategic plan thanks to Farmer-to-Farmer program.



Carmen Algeciras at CURLA with professors and Farmer-to-Farmer country staff in Honduras

Randall Martin, faculty director of the college's study-abroad programs and faculty member, Management and International Business Department, became the first professor in the college to participate in its administration of a sizeable portion of the John Ogonowski Farmer-to-Farmer (FTF) program, funded by the U.S. Agency for International Development (USAID).

The program, a five-year \$4.5 million dollar poverty alleviation program operating in Central America, seeks to increase rural prosperity and promote trade-led economic growth in El Salvador, Guatemala, Honduras, and Nicaragua. Since the program's inception at the college in fall, 2003, quite a number of graduate students and alumni have participated in FTF projects (187 related to tropical horticulture alone, for example) in the region.

During a three-week assign-

ment in Honduras this past summer (2006), Martin worked with faculty and administrators at Centro Universitario Regional Del Litoral Atlántico (CURLA), which is committed to preparing capable professionals, contributing to the development of the country, and improving the quality of life for Hondurans through coursework, research, and technology transfer.

He analyzed the university's current situation and helped create a viable strategic plan and operational design. He interviewed representatives from each CURLA department, undertook a SWOT (strengths, weaknesses, opportunities, threats) analysis, and conducted training sessions on how to develop an effective strategic plan.

"My primary focus was on operational processes," Martin said. "I looked at all aspects of the university, gathering information on its current operations, budget, student enrollment, and course offerings."

One area with potential that he identified during his analysis was ecotourism, which he described as "untapped."

"With the right investments and course development, CURLA could create a curriculum geared toward supporting the travel and hospitality industry, teaching students how to be tour guides or even to open tour companies catering to the growing number of adventurous travelers looking for the 'next new hot spot' to visit," he said.

"We requested technical assistance to help CURLA create a strategic plan," said Candido Ruiz, Honduran country manager with the FTF program. "Professor Martin helped create a plan that showed the CURLA team where they need to invest to strengthen the institution, and he shed light on many issues related to making the strategy work. We are proud to say that CURLA is the first extension branch within the entire Honduran university system to have completed a strategic plan."

Projects within the education sector play a vital role in the FTF program.

"Working with universities in the FTF program is part of what makes our activities sustainable," said Carmen Algeciras, (MIB '03, BA '01), director, USAID Farmer-to-Farmer program, which falls under the umbrella of the college's Knight Ridder Center for Excellence in Management and the Eugenio Pino and Family Global Entrepreneurship Center.

"Strengthening higher education creates a multiplier effect and has proven to be a critical step in improving employment, competitiveness, and the creation of knowledge-based societies, thereby alleviating poverty in the region" Algeciras said.

Sectoral Objectives	FY 2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension institutions</p> <p>3. Help farmer producers and food processors to increase competitiveness, upgrade production capacity and quality, and prepare for liberalized trade opportunities and risks.</p> <p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>	<p>2b. 1 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms</p> <p>2c. 0 host organizations access new higher growth markets</p> <p>3. 300 producers, processors and other ag entrepreneurs increased capacity to operate in liberalized trade env. and implementing sustainable farming practices</p>	<p>2b. # of formal agreements to share info, resources, etc</p> <p>2c. # of host organizations that access new markets for members/clients</p> <p>3. # of producers, processors with increased productivity and product quality reduced production costs, harvest and post-harvest losses</p>	<p>Volunteer end of assignment reports; host impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Project records Impact surveys Financial statements/audits Showing increased revenues Volume of production and sales</p>	<ul style="list-style-type: none"> ✓ creating new links between neighboring countries ✓ marketing plans ✓ trade promotion and business contacts ✓ marketing in the US - including ethnic/niche markets ✓ insurance, documentation, packing and labeling, etc. ✓ branding ✓ indirect sales through foreign based CAFTA agents and distributors (intermediaries), export trading and management companies; Direct sales ✓ diversifying production ✓ developing technical requirements for product entry in trading partner markets ✓ appropriate production scheduling, storage, handling ✓ forming/strengthening producer clusters to meet volume requirements and facilitate trade-related TA ✓ accessing finance and TA directed at specific market development activities ✓ developing quality control programs ✓ farm-level economic decision making using economic analysis such as partial and complete budgeting ✓ meeting food safety, environmental, and quality standards (SPS standards, technical requirements, HACCP, ISO) ✓ Access to disease and pest resistant vegetative material ✓ Training on improved production and post-harvest practices, pest and disease management through improved cultural practices, sustainable, environmentally friendly cultural practices and organic and organic in transition certification
<p>Target Sector 2: Tree Crops/Forest Products</p> <p>1. Producer Organization Development and Trade Preparedness Enhance the competitiveness of agribusiness firms and producer organizations to exploit trade opportunities.</p> <p>Target groups: agribusiness firms, associations, cooperatives, NGOs, and</p>	<p>1a. Strengthen administration, management, and financial controls of 0 producer organizations</p>	<p>1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened, measured by: preparing improved monthly financial statements meeting bank and business partner standards; staff of producers organizations able to make</p>	<p>Volunteer end of assignment reports; host impact surveys; Annual financial reports to membership Host records, contract documents</p>	<p>Staff and partners will assess the trade preparedness of producer organization hosts and identify key competitive weaknesses that can be addressed by volunteer technical assistance. Staff and partners will work with hosts to identify complementary resources that are needed to successfully improve competitiveness, e.g., sources of financing, inputs, etc. Four volunteers (64 volunteer days) will address topics such as those listed above.</p>

Sectoral Objectives	FY 2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>other farmer, trade, and business support organizations that are ready to expand domestic, regional and/or international trade</p> <p>2. Producer Organization Market Development Expand domestic and international alliances and buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension institutions</p> <p>3. Help farmer producers and food processors to increase competitiveness, upgrade production capacity and quality, and prepare for liberalized trade opportunities and risks.</p> <p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>	<p>1b. 0 producer orgs increase revenue</p> <p>2a. 1 new contracts, orders, and joint ventures (domestic, CA regional, US, etc.)</p> <p>2b. 0 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms</p> <p>2c. 0 host organizations access new higher growth markets</p> <p>3. 100 producers, processors and other ag entrepreneurs increased capacity to operate in liberalized trade env. and implementing sustainable farming practices</p>	<p>economic decisions using partial and complete budget analysis; staff using IT for market information; improved leadership; appropriate legal structure</p> <p>1b. # producer organizations increase revenues</p> <p>new alliances: 2a. # of formal contracts to buy goods or services signed</p> <p>2b. # of formal agreements to share information, resources, etc</p> <p>2c. # of host organizations that access new markets for members/clients</p> <p>3. # of producers, processors with increased productivity and product quality reduced production costs, harvest and post-harvest losses</p>	<p>Host and volunteer reports; follow-up impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys; Project records</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Project records Impact surveys Financial statements/audits Showing increased revenues</p>	
<p>Target Sector 3: Dairy</p> <p>1. Producer Organization Development and Trade Preparedness</p>	<p>1a. Strengthen administration, management, and financial controls of 0</p>	<p>1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support</p>	<p>Volunteer end of assignment reports; host impact surveys; Annual financial reports to</p>	<p>Staff and partners will assess the trade preparedness of producer organization hosts and identify key competitive weaknesses that can be addressed by volunteer technical assistance. Staff and partners will work with hosts to identify complementary resources that are needed to</p>

Sectoral Objectives	FY 2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>Enhance the competitiveness of agribusiness firms and producer organizations to exploit trade opportunities.</p> <p>Target groups: agribusiness firms, associations, cooperatives, NGOs, and other farmer, trade, and business support organizations that are ready to expand domestic, regional and/or international trade</p> <p>2. Producer Organization Market Development Expand domestic and international alliances and buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension institutions</p> <p>3. Help farmer producers and food processors to increase competitiveness, upgrade production capacity and quality, and prepare for liberalized trade opportunities and risks.</p> <p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>	<p>producer organizations</p> <p>1b. 0 producer orgs increase revenue</p> <p>2a. 1 new contracts, orders, and joint ventures (domestic, CA regional, US, etc.)</p> <p>2b. 0 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms</p> <p>2c. 0 host organizations access new higher growth markets</p> <p>3. 100 producers, processors and other ag entrepreneurs increased capacity to operate in liberalized trade env. and implementing sustainable farming practices</p>	<p>organizations) strengthened.</p> <p>1b. # producer organizations increase revenues</p> <p>new alliances: 2a. # of formal contracts to buy goods or services signed</p> <p>2b. # of formal agreements to share information, resources, etc</p> <p>2c. # of host organizations that access new markets for members/clients</p> <p>3. # of producers, processors with increased productivity and product quality reduced production costs, harvest and post-harvest losses</p>	<p>membership Host records, contract documents</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys; Project records</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Project records Impact surveys Financial statements/audits Showing increased revenues</p>	<p>successfully improve competitiveness, e.g., sources of financing, inputs, etc. Two volunteers (32 volunteer days) will address topics such as those listed above.</p>

El Salvador

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
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Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
Flexible	1a. Strengthen administration, management, and financial controls of 1 producer organization	1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened	Volunteer end of assignment reports; host impact surveys	1 volunteer assignment totaling 16 days
<p>Target Sector 1: Horticulture</p> <p>1. Producer Organization Development and Trade Preparedness Enhance the competitiveness of agribusiness firms and producer organizations to exploit trade opportunities.</p> <p>Target groups: agribusiness firms, associations, cooperatives, NGOs, and other farmer, trade, and business support organizations that are ready to expand domestic, regional and/or international trade</p> <p>2. Producer Organization Market Development Expand domestic and international alliances and buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension institutions</p> <p>3. Help farmer producers and food processors to</p>	<p>1a. Strengthen administration, management, and financial controls of 1 producer organization</p> <p>1b. 0 producer orgs increase revenue</p> <p>2a. 1 new contracts, orders, and joint ventures (domestic, CA regional, US, etc.)</p> <p>2b. 0 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms</p> <p>2c. 0 host organizations access new higher growth markets</p> <p>3. 300 producers, processors and other ag entrepreneurs</p>	<p>1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened, measured by: preparing improved monthly financial statements meeting bank and business partner standards; staff of producers organizations able to make economic decisions using partial and complete budget analysis; staff using IT for market information; improved leadership; appropriate legal structure</p> <p>1b. # producer organizations increase revenues</p> <p>new alliances: 2a. # of formal contracts to buy goods or services signed</p> <p>2b. # of formal agreements to share information, resources, etc</p> <p>2c. # of host organizations that access new markets for members/clients</p> <p>3. # of producers, processors with increased productivity</p>	<p>Volunteer end of assignment reports; host impact surveys; Annual financial reports to membership Host records, contract documents</p> <p>Host and volunteer reports; follow-up impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys; Project records</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Project records Impact surveys</p>	<p>Staff and partners will assess the trade preparedness of producer organization hosts and identify key competitive weaknesses that can be addressed by volunteer technical assistance. Staff and partners will work with hosts to identify complementary resources that are needed to successfully improve competitiveness, e.g., sources of financing, inputs, etc. Eight volunteers (128 volunteer days) will address topics such as those listed above.</p>

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>increase competitiveness, upgrade production capacity and quality, and prepare for liberalized trade opportunities and risks.</p> <p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>	<p>increased capacity to operate in liberalized trade env. and implementing sustainable farming practices</p>	<p>and product quality reduced production costs, harvest and post-harvest losses</p>	<p>Financial statements/audits Showing increased revenues Volume of production and sales</p>	
<p>Target Sector 2: Dairy</p> <p>1. Producer Organization Development and Trade Preparedness Enhance the competitiveness of agribusiness firms and producer organizations to exploit trade opportunities.</p> <p>Target groups: agribusiness firms, associations, cooperatives, NGOs, and other farmer, trade, and business support organizations that are ready to expand domestic, regional and/or international trade</p> <p>2. Producer Organization Market Development Expand domestic and international alliances and buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension</p>	<p>1a. Strengthen administration, management, and financial controls of 0 producer organizations</p> <p>1b. 0 producer orgs increase revenue</p> <p>2a. 0 new contracts, orders, and joint ventures (domestic, CA regional, US, etc.)</p> <p>2b. 0 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms</p> <p>2c. 0 host organizations access new higher growth markets</p>	<p>1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened, measured by: preparing improved monthly financial statements meeting bank and business partner standards; staff of producers organizations able to make economic decisions using partial and complete budget analysis; staff using IT for market information; improved leadership; appropriate legal structure</p> <p>1b. # producer organizations increase revenues</p> <p>new alliances: 2a. # of formal contracts to buy goods or services signed</p> <p>2b. # of formal agreements to share information, resources, etc</p> <p>2c. # of host organizations that access new markets for members/clients</p>	<p>Volunteer end of assignment reports; host impact surveys; Annual financial reports to membership Host records, contract documents</p> <p>Host and volunteer reports; follow-up impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys; Project records</p> <p>Volunteer end of assignment reports; host impact surveys</p>	<p>Staff and partners will assess the trade preparedness of producer organization hosts and identify key competitive weaknesses that can be addressed by volunteer technical assistance. Staff and partners will work with hosts to identify complementary resources that are needed to successfully improve competitiveness, e.g., sources of financing, inputs, etc. Five volunteers (80 volunteer days) will address topics such as those listed above.</p>

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>institutions</p> <p>3. Help farmer producers and food processors to increase competitiveness, upgrade production capacity and quality, and prepare for liberalized trade opportunities and risks.</p> <p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>	<p>3. 200 producers, processors and other ag entrepreneurs increased capacity to operate in liberalized trade env. and implementing sustainable farming practices</p>	<p>3. # of producers, processors with increased productivity and product quality reduced production costs, harvest and post-harvest losses</p>	<p>Project records Impact surveys Financial statements/audits Showing increased revenues</p>	

Guatemala

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>Flexible</p>	<p>1a. Strengthen administration, management, and financial controls of 2 producer organizations</p>	<p>1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened</p>	<p>Volunteer end of assignment reports; host impact surveys</p>	<p>3 volunteer assignments totaling 48 days</p>
<p>Target Sector 1: Horticulture</p> <p>1. Producer Organization Development and Trade Preparedness Enhance the competitiveness of agribusiness firms and producer organizations to exploit trade opportunities.</p> <p>Target groups: agribusiness firms, associations, cooperatives, NGOs, and other farmer, trade, and business support organizations that are ready to expand domestic, regional and/or international trade</p> <p>2. Producer Organization</p>	<p>1a. Strengthen administration, management, and financial controls of 1 producer organization</p> <p>1b. 0 producer orgs increase revenue</p> <p>2a. 1 new contracts, orders,</p>	<p>1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened, measured by: preparing improved monthly financial statements meeting bank and business partner standards; staff of producers organizations able to make economic decisions using partial and complete budget analysis; staff using IT for market information; improved leadership; appropriate legal structure</p> <p>1b. # producer organizations increase revenues</p> <p>new alliances:</p>	<p>Volunteer end of assignment reports; host impact surveys; Annual financial reports to membership Host records, contract documents</p> <p>Host and volunteer reports; follow-up impact surveys</p> <p>Volunteer end of assignment</p>	<p>Staff and partners will assess the trade preparedness of producer organization hosts and identify key competitive weaknesses that can be addressed by volunteer technical assistance. Staff and partners will work with hosts to identify complementary resources that are needed to successfully improve competitiveness, e.g., sources of financing, inputs, etc. Eight volunteers (128 volunteer days) will address topics such as those listed above.</p>

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>Market Development Expand domestic and international alliances and buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension institutions</p> <p>3. Help farmer producers and food processors to increase competitiveness, upgrade production capacity and quality, and prepare for liberalized trade opportunities and risks.</p> <p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>	<p>and joint ventures (domestic, CA regional, US, etc.)</p> <p>2b. 1 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms</p> <p>2c. 0 host organizations access new higher growth markets</p> <p>3. 300 producers, processors and other ag entrepreneurs increased capacity to operate in liberalized trade env. and implementing sustainable farming practices</p>	<p>2a. # of formal contracts to buy goods or services signed</p> <p>2b. # of formal agreements to share information, resources, etc</p> <p>2c. # of host organizations that access new markets for members/clients</p> <p>3. # of producers, processors with increased productivity and product quality increased production costs, harvest and post-harvest losses</p>	<p>reports; host impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys; Project records</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Project records Impact surveys Financial statements/audits Showing increased revenues Volume of production and sales</p>	
<p>Target Sector 2: Tree Crops/Forest Products</p> <p>1. Producer Organization Development and Trade Preparedness Enhance the competitiveness of agribusiness firms and producer organizations to exploit trade opportunities.</p> <p>Target groups: agribusiness firms, associations, cooperatives, NGOs, and other farmer, trade, and business support organizations that are ready to expand domestic, regional and/or international trade</p>	<p>1a. Strengthen administration, management, and financial controls of 0 producer organizations</p>	<p>1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened, measured by: preparing improved monthly financial statements meeting bank and business partner standards; staff of producers organizations able to make economic decisions using partial and complete budget analysis; staff using IT for market information; improved leadership; appropriate legal structure</p>	<p>Volunteer end of assignment reports; host impact surveys; Annual financial reports to membership Host records, contract documents</p>	<p>Staff and partners will assess the trade preparedness of producer organization hosts and identify key competitive weaknesses that can be addressed by volunteer technical assistance. Staff and partners will work with hosts to identify complementary resources that are needed to successfully improve competitiveness, e.g., sources of financing, inputs, etc. Four volunteers (64 volunteer days) will address topics such as those listed above.</p>

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>2. Producer Organization Market Development Expand domestic and international alliances and buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension institutions</p> <p>3. Help farmer producers and food processors to increase competitiveness, upgrade production capacity and quality, and prepare for liberalized trade opportunities and risks.</p> <p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>	1b. 0 producer orgs increase revenue	1b. # producer organizations increase revenues	Host and volunteer reports; follow-up impact surveys	
	2a. 1 new contracts, orders, and joint ventures (domestic, CA regional, US, etc.)	new alliances: 2a. # of formal contracts to buy goods or services signed	Volunteer end of assignment reports; host impact surveys	
	2b. 0 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms	2b. # of formal agreements to share information, resources, etc	Volunteer end of assignment reports; host impact surveys; Project records	
	2c. 0 host organizations access new higher growth markets	2c. # of host organizations that access new markets for members/clients	Volunteer end of assignment reports; host impact surveys	
	3. 200 producers, processors and other ag entrepreneurs increased capacity to operate in liberalized trade env. and implementing sustainable farming practices	3. # of producers, processors with increased productivity and product quality reduced production costs, harvest and post-harvest losses	Project records Impact surveys Financial statements/audits Showing increased revenues	

Honduras

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
Flexible	1a. Strengthen administration, management, and financial controls of 1 producer organization	1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened	Volunteer end of assignment reports; host impact surveys	1 volunteer assignment totaling 16 days
Target Sector 1: Horticulture 1. Producer Organization Development and Trade	1a. Strengthen administration, management, and financial controls of 1	1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support	Volunteer end of assignment reports; host impact surveys; Annual financial reports to	Staff and partners will assess the trade preparedness of producer organization hosts and identify key competitive weaknesses that can be addressed by volunteer technical assistance. Staff and partners will work with hosts to identify complementary resources that are needed to

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>Preparedness Enhance the competitiveness of agribusiness firms and producer organizations to exploit trade opportunities.</p> <p>Target groups: agribusiness firms, associations, cooperatives, NGOs, and other farmer, trade, and business support organizations that are ready to expand domestic, regional and/or international trade</p> <p>2. Producer Organization Market Development Expand domestic and international alliances and buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension institutions</p> <p>3. Help farmer producers and food processors to increase competitiveness, upgrade production capacity and quality, and prepare for liberalized trade opportunities and risks.</p> <p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>	<p>producer organizations</p> <p>1b. 0 producer orgs increase revenue</p> <p>2a. 1 new contracts, orders, and joint ventures (domestic, CA regional, US, etc.)</p> <p>2b. 1 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms</p> <p>2c. 0 host organizations access new higher growth markets</p> <p>3. 300 producers, processors and other ag entrepreneurs increased capacity to operate in liberalized trade env. and implementing sustainable farming practices</p>	<p>organizations) strengthened, measured by: preparing improved monthly financial statements meeting bank and business partner standards; staff of producers organizations able to make economic decisions using partial and complete budget analysis; staff using IT for market information; improved leadership; appropriate legal structure</p> <p>1b. # producer organizations increase revenues</p> <p>new alliances: 2a. # of formal contracts to buy goods or services signed</p> <p>2b. # of formal agreements to share information, resources, etc</p> <p>2c. # of host organizations that access new markets for members/clients</p> <p>3. # of producers, processors with increased productivity and product quality reduced production costs, harvest and post-harvest losses</p>	<p>membership Host records, contract documents</p> <p>Host and volunteer reports; follow-up impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys; Project records</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Project records Impact surveys Financial statements/audits Showing increased revenues Volume of production and sales</p>	<p>successfully improve competitiveness, e.g., sources of financing, inputs, etc. Eight volunteers (128 volunteer days) will address topics such as those listed above.</p> <p>Staff and partners will assess the trade preparedness of producer organization hosts and identify key competitive</p>
Target Sector 2: Tree Crops/Forest Products				

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>1. Producer Organization Development and Trade Preparedness Enhance the competitiveness of agribusiness firms and producer organizations to exploit trade opportunities.</p> <p>Target groups: agribusiness firms, associations, cooperatives, NGOs, and other farmer, trade, and business support organizations that are ready to expand domestic, regional and/or international trade</p> <p>2. Producer Organization Market Development Expand domestic and international alliances and buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension institutions</p> <p>3. Help farmer producers and food processors to increase competitiveness, upgrade production capacity and quality, and prepare for liberalized trade opportunities and risks.</p>	<p>1a. Strengthen administration, management, and financial controls of 0 producer organizations</p> <p>1b. 0 producer orgs increase revenue</p> <p>2a. 0 new contracts, orders, and joint ventures (domestic, CA regional, US, etc.)</p> <p>2b. 0 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms</p> <p>2c. 0 host organizations access new higher growth markets</p> <p>3. 100 producers, processors and other ag entrepreneurs increased capacity to operate in liberalized trade env. and implementing sustainable farming practices</p>	<p>1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened, measured by: preparing improved monthly financial statements meeting bank and business partner standards; staff of producers organizations able to make economic decisions using partial and complete budget analysis; staff using IT for market information; improved leadership; appropriate legal structure</p> <p>1b. # producer organizations increase revenues</p> <p>new alliances: 2a. # of formal contracts to buy goods or services signed</p> <p>2b. # of formal agreements to share information, resources, etc</p> <p>2c. # of host organizations that access new markets for members/clients</p> <p>3. # of producers, processors with increased productivity and product quality reduced production costs, harvest and post-harvest losses</p>	<p>Volunteer end of assignment reports; host impact surveys; Annual financial reports to membership Host records, contract documents</p> <p>Host and volunteer reports; follow-up impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys; Project records</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Project records Impact surveys Financial statements/audits Showing increased revenues</p>	<p>weaknesses that can be addressed by volunteer technical assistance. Staff and partners will work with hosts to identify complementary resources that are needed to successfully improve competitiveness, e.g., sources of financing, inputs, etc. Four volunteers (64 volunteer days) will address topics such as those listed above.</p>

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>				
<p>Target Sector 3: Dairy</p> <p>1. Producer Organization Development and Trade Preparedness Enhance the competitiveness of agribusiness firms and producer organizations to exploit trade opportunities.</p> <p>Target groups: agribusiness firms, associations, cooperatives, NGOs, and other farmer, trade, and business support organizations that are ready to expand domestic, regional and/or international trade</p> <p>2. Producer Organization Market Development Expand domestic and international alliances and buyer-vendor relationships between producers' organizations and private companies/universities as sources of market information and TA.</p> <p>Target groups: producers' orgs, firms, universities, and other research and extension institutions</p> <p>3. Help farmer producers and food processors to increase competitiveness, upgrade production capacity</p>	<p>1a. Strengthen administration, management, and financial controls of 0 producer organizations</p> <p>1b. 0 producer orgs increase revenue</p> <p>2a. 0 new contracts, orders, and joint ventures (domestic, CA regional, US, etc.)</p> <p>2b. 0 new formal agreements/business relationships, business mentoring, linkages between TA sources, SMEs and larger firms</p> <p>2c. 0 host organizations access new higher growth markets</p> <p>3. 100 producers, processors and other ag entrepreneurs increased capacity to operate in liberalized trade env. and</p>	<p>1a. # of producer organizations (associations, cooperatives, other farmer, trade, business support organizations) strengthened, measured by: preparing improved monthly financial statements meeting bank and business partner standards; staff of producers organizations able to make economic decisions using partial and complete budget analysis; staff using IT for market information; improved leadership; appropriate legal structure</p> <p>1b. # producer organizations increase revenues</p> <p>new alliances: 2a.# of formal contracts to buy goods or services signed</p> <p>2b. # of formal agreements to share information, resources, etc</p> <p>2c. # of host organizations that access new markets for members/clients</p> <p>3. # of producers, processors with increased productivity and product quality reduced production costs, harvest and</p>	<p>Volunteer end of assignment reports; host impact surveys; Annual financial reports to membership Host records, contract documents</p> <p>Host and volunteer reports; follow-up impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Volunteer end of assignment reports; host impact surveys; Project records</p> <p>Volunteer end of assignment reports; host impact surveys</p> <p>Project records Impact surveys Financial statements/audits Showing increased revenues</p>	<p>Staff and partners will assess the trade preparedness of producer organization hosts and identify key competitive weaknesses that can be addressed by volunteer technical assistance. Staff and partners will work with hosts to identify complementary resources that are needed to successfully improve competitiveness, e.g., sources of financing, inputs, etc. Two volunteers (32 volunteer days) will address topics such as those listed above.</p>

Sectoral Objectives	FY2004 Targets	Indicators	Means of Verification	Inputs/Activities
<p>and quality, and prepare for liberalized trade opportunities and risks.</p> <p>Target groups: Farmer producers, food processors, wholesalers, marketers</p>	<p>implementing sustainable farming practices</p>	<p>post-harvest losses</p>		

FY2004 Workplan Targets EGAT Table 5: Annual FTF Program Outcomes/Results---Host Institution Changes

Country	Focus Area	Improved Business Operations				Improved Organizational capacity ²				Improved Technology/Productivity				Improved Financial Services				Improved Environmental Conservation				
		No. of Relevant Hosts ⁶	No. of Hosts Adopting Vol. Recommendations ⁷	% Hosts Adopting Vol. Recommendations	No. Hosts Reporting Improvement	% Hosts Reporting Improvement	No. of Relevant Hosts	No. of Hosts Adopting Vol. Recommendations	% Hosts Adopting Vol. Recommendations	No. Hosts Reporting Improvement	% Hosts Reporting Improvement	No. of Relevant Hosts	No. Hosts Adopting New Technology	% Hosts Adopting New Technology	No. Hosts Reporting Improvement	% Hosts Reporting Improvement	No. of Relevant Hosts	No. of Hosts Adopting Vol. Recommendations	% Hosts Adopting Vol. Recommendations	No. Hosts Reporting Improvement	% Hosts Reporting Improvement	
ES	Horticulture	1	1		1		1	1		1												
ES	Dairy																					
GUA	Horticulture	1	1		1		1	1		1												
GUA	Tree Crops	1	1		1		1	1		1												
HON	Horticulture	1	1		1		1	1		1												
HON	Tree Crops																					
HON	Dairy																					
NIC	Horticulture	2	2		2		2	2		2												
NIC	Tree Crops																					
NIC	Dairy																					

Note: Although increased access to credit and improved environmental conservation are common ancillary benefits of FTF, these are not the primary focus of our proposed strategy of trade capacity building. Therefore, we have not established targets for these indicators.

FY2004 Workplan Targets EGAT Table 6: Annual FTF Program Impacts

Country	Focus Area	Improved Business Operations				Improved Organizational capacity			Improved Technology/Productivity			Improved Financial Services				Improved Environmental Conservation		
		Increased Net Income ³ (\$000)	Increased Net Income (%)	Increased Sales (\$000)	Increased Sales (%)	Increased Number of New Products and Services	Increased Revenue (\$000)	Increased membership	Increased Productivity ⁴ (Yield)	Increased Productivity (%)	Increased Production (\$000)	Increased Volume of transactions (\$000)	Increased Volume of Transactions (%)	Increased Capital (\$000)	Increased Capital (%)	Area Covered by Improved NRM (ha)	Total Number of Hosts Adopting One or More Environmental Technologies ⁵	People With Improved Environmental Services
ES	Horticulture			16		1		TBD*		TBD*								
ES	Dairy			20		1												
GUA	Horticulture			20		1		TBD		TBD								
GUA	Tree Crops			16		1		TBD		TBD								
HON	Horticulture			20		1		TBD		TBD								
HON	Tree Crops			16		1		TBD		TBD								
HON	Dairy			20		1												
NIC	Horticulture			20		1		TBD		TBD								
NIC	Tree Crops			20		1		TBD		TBD								
NIC	Dairy			25		1												

Notes: **Horticulture.** In Nicaragua, the TSSF Project worked with an average of one manzana or 0.7 ha of vegetables per farmer and increased yields by approximately 125% and gross income by approximately 150%. Therefore, we could estimate a 50% change in productivity (depending on the farmers, increased expected in of 0-150%). However, we still need to identify and gather baseline data for the target products and hosts.

Tree Crops. TSSF cacao growers increased income by 180% and productivity by 165%. From this experience, an 50% increase in yields could be expected over the LOP, mostly due to increased production of new trees entering more productive years and new techniques, such as on-farm fully fermented beans, production of plantlets and grafting materials.

Dairy. An increase in production of 2 liters per day would total roughly 750 liters or \$200 per year per producer. However our focus will be mainly on market linkages and adding value in terms of new products, increased quality, and better packaging, resulting in increased sales. Incomes will also increase as a result of lower costs and more efficient production and processing.

SECTORAL OBJECTIVES	TARGETS	INDICATORS	MEANS OF VERIFICATION	INPUTS/ACTIVITIES
Angola: Increasing Market Linkages of High-Value Crops			Data analysis between baseline surveys, tracking	Ten assignments over 5 years, each 6 weeks long will focus on contract sales:
<p>1 Increase in the amount of high-value crops producer organizations are selling under contract.</p> <p>2 Increase in the number of producers having access to bank loans and/or to in kind credit by agribusinesses</p>	<p>1a) Increase in the annual volume of high-value crops that targeted producer organization members sell under contract to high-value markets from 1,445 metric tons to 1,879 metric tons.</p> <p>2a) 2,000 small producers accessing bank loans and/or in kind credit (ag inputs) from agribusinesses to grow high-value cash crops</p>	<p>1a.1 Volume of high value crops sold by targeted producer groups under contracts</p> <p>2a.1 Number of small farmers having access to bank loans and/or in kind credit from agribusinesses</p>	<p>Data analysis between baseline surveys, tracking documents, impact surveys, among hosts that track:</p> <p>a. Number, volume and value of crops sold under contract by targeted producer groups</p> <p>b. Type, volume and value of commodities processed by producer organizations</p> <p>Information will be gathered from targeted groups as part of every volunteers' assignment, direct interviews by program staff and shared project results between Land O'Lakes and collaborating programs</p>	<p>a. Marketing skills of producer associations</p> <p>b. Improving business skills of producer associations</p> <p>c. Determining market needs and educating producer groups on these needs</p> <p>d. Improving quality through improved production and post harvest handling</p> <p>e. Improving production volumes through improved production technology to meet market demands.</p> <p>Ten assignments over 5 years, each 6 weeks long will focus on supporting solidarity groups and service cooperatives in the following areas:</p> <p>a. Business plans and loan proposals related to the production and sales of Value added produce</p> <p>b. Financial planning and management of service cooperatives</p> <p>c. Development of savings and revolving loans skills to support agricultural credit scheme</p>

<p>Malawi: Increasing the capacity of the dairy commodity chain by increasing production, cost efficient processing and improved marketing approaches</p>	<p>1a. Increase milk production of targeted farmer groups from 1.5 million to 6.4 million litres 1b. Increased value of milk produced by targeted farmer groups 1c. Reduce calf mortality from 50% to 5% 1d. Increase milk yield/day of improved dairy cattle from 4.5l to 12l</p>	<p>1a. Volume of milk produced by targeted dairy producer groups 1b. Value of milk produced by targeted dairy producer groups 1c. Decreased calf mortality 1d. Milk yields /cow/day</p>	<p>Data analysis between baseline surveys, tracking documents, impact surveys, among hosts that track:</p> <ol style="list-style-type: none"> Volume and value of milk produced by targeted dairy producer groups. Assets of targeted dairy producers receiving direct on farm assistance from volunteers Annual investment of targeted enterprises. Volume and value of milk purchased by targeted processors Processing capacity of targeted dairy processors Production costs of targeted dairy processors Gross profit of targeted dairy processors. Type, volume and value of inputs accessed by targeted dairy producer groups <p>Information will be gathered from targeted groups as part of every volunteer's assignment, direct interviews by program staff. and shared project results between Land O'Lakes and collaborating programs</p>	<p>Twenty four 21-day assignments over 5 years will focus on dairy production:</p> <ol style="list-style-type: none"> Dairy herd health: care, and veterinary needs. Dairy nutrition, developing affordable high performance feed from locally available resources. Genetic improvement through animal husbandry and artificial insemination. Research and educate producers on the value of agricultural inputs. Develop credit schemes with input suppliers and producer groups to support access to inputs for targeted dairy producer groups. <p>Fifteen 21-day assignments over 5 years will focus on dairy processing:</p> <ol style="list-style-type: none"> Improved marketing skills of dairy processors Value added processing technology Development of business skills Ensuring milk supply quality and quantity supports processors' growth. <p>A number of volunteers will conduct a 21-day assignment, in new business areas. These are areas not in the focus areas but viable assignments</p>
<p>1. Dairy Productivity Increased</p>	<p>2a. Increase commercial production of dairy mash 2b. Increase number of farmers using dairy mash</p>	<p>2a. Dairy mash produced by commercial feed companies 2b. Number of farmers using dairy mash</p>	<ol style="list-style-type: none"> Processing capacity of targeted dairy processors Production costs of targeted dairy processors Gross profit of targeted dairy processors. Type, volume and value of inputs accessed by targeted dairy producer groups 	<p>Fifteen 21-day assignments over 5 years will focus on dairy processing:</p> <ol style="list-style-type: none"> Improved marketing skills of dairy processors Value added processing technology Development of business skills Ensuring milk supply quality and quantity supports processors' growth.
<p>2. Increase access of Dairy Producers to Dairy inputs</p>	<p>3a. Volume of milk purchased annually by dairy processors increased from 1 million liters to 4.5 million liters 3b. Value of raw milk collected by processors</p>	<p>3a. Volume of milk sold to processors by producers 3b. Value of milk sold to processors by producers</p>	<p>Information will be gathered from targeted groups as part of every volunteer's assignment, direct interviews by program staff. and shared project results between Land O'Lakes and collaborating programs</p>	<p>A number of volunteers will conduct a 21-day assignment, in new business areas. These are areas not in the focus areas but viable assignments</p>
<p>3. Strengthen the Processing sector</p>	<p>3a. Volume of milk purchased annually by dairy processors increased from 1 million liters to 4.5 million liters 3b. Value of raw milk collected by processors</p>	<p>3a. Volume of milk sold to processors by producers 3b. Value of milk sold to processors by producers</p>	<p>Information will be gathered from targeted groups as part of every volunteer's assignment, direct interviews by program staff. and shared project results between Land O'Lakes and collaborating programs</p>	<p>A number of volunteers will conduct a 21-day assignment, in new business areas. These are areas not in the focus areas but viable assignments</p>

SECTORAL OBJECTIVES	TARGETS	INDICATORS	MEANS OF VERIFICATION	INPUTS/ACTIVITIES
<p>Mozambique: Increasing the Capacity of the Cashew and Oilseed Value Chain.</p> <p>1 Africare and World Vision will focus assignments on market linkages within the Sesame industry, the horticulture industry and the oilseed industries.</p> <p>2 Increased sustainable agricultural output of cashews and oilseeds</p>	<p>1a. Improved the operations of 9 value added cashew/oilseed processors.</p> <p>1b. Increase sales revenue of targeted cashew/oilseed processors by \$3.4 million USD.</p> <p>1c Increased number of producers selling cashew /oil seed production to the commercial market by 80,000</p> <p>1d Increased Sales Revenue of cashew/oil and vegetable products by 1.8 million USD for targeted producer groups.</p> <p>1e Improved the operations of 50 cashew, oilseed and horticulture producer groups.</p>	<p>1a.1 Number of Targeted Processors adopting improved planning techniques, business plans or management practices.</p> <p>1a.2 Number of Targeted Processors adopting new technology.</p> <p>1b.1 Sales Revenue of targeted processors.</p> <p>1c.1 number of producers selling cashew /oil seed production to the commercial market</p> <p>1d.1 Sales Revenue of cashew/oil seed and vegetable product sales by targeted producer groups</p> <p>1e Number of targeted producer groups with:</p> <p>1e.1 Improved planning techniques, business plans or management practices</p> <p>1e.2 Increases in revenue from new grants or dues</p> <p>1e.3 Increases in membership</p>	<p>Data analysis between baseline surveys, tracking documents, impact surveys, and Annual on-line surveys among hosts that track:</p> <p>a. Volume and value of sales made by targeted processors</p> <p>b. Costs of targeted processors</p> <p>c. Volume and value of sales made producer groups.</p> <p>d. Production costs of producer groups.</p> <p>Information will be gathered from targeted groups as part of every volunteer's assignment, direct interviews by program staff. and shared project results between Land O'Lakes and collaborating programs</p>	<p>9 42-day assignments will focus on processors:</p> <p>a. Improved marketing skills of processors</p> <p>b. Value added processing technology</p> <p>c. Development of business skills</p> <p>d. Ensuring supply quality and quantity supports processors' growth.</p> <p>30 21- day assignments will focus on producers.</p> <p>a. Market identification</p> <p>b. Determining market needs and educating producer groups on these needs</p> <p>c. Improving quality through improved production and post harvest handling</p> <p>d. Improving production volumes through improved production technology to meet market demands</p> <p>e. Improving producer group business skills.</p>

SECTORAL OBJECTIVES	TARGETS	INDICATORS	MEANS OF VERIFICATION	INPUTS/ACTIVITIES
<p>South Africa: Improving emerging agribusiness' access to the commercial market through out-grower schemes and improved business skills</p> <p>1 Agribusiness capacity to respond to market opportunities enhanced</p> <p>2 Agribusiness access to capital resources increased</p>	<p>1.a 500 emerging agribusiness people trained in business skills</p> <p>1. b 25 agribusinesses with increased profits of \$5,000 or more due to improved business skills and market linkages</p> <p>1c) 200 emerging farmers with an increase of annual incomes of \$500 or more per year due to increased market linkages</p> <p>1d) 20 Agribusinesses marketing products cooperatively</p> <p>2a) 25 emerging agribusinesses with business plan to access credit for capital improvements.</p> <p>2b) 25 agribusinesses with credit lines to access inputs.</p> <p>2c) 10 agribusinesses with increased value adding capacity due to credit access for capital equipment</p> <p>2d) 20 Agribusinesses accessing inputs or credit cooperatively</p>	<p>1a.1 Number trained.</p> <p>1b. Net profit of targeted agribusinesses;</p> <p> 1. Revenues</p> <p> 2. Costs</p> <p>1c.1 Average income of participating farmers</p> <p>1d) Number of agribusinesses marketing products cooperatively</p> <p>2a.1 Number of business plans written to access credit</p> <p>2b.1 Inputs accessed through credit by targeted emerging agribusinesses</p> <p>2c.1 Number of agribusinesses obtaining capital equipment through access to credit.</p> <p>1d) Number of agribusinesses accessing inputs or credit cooperatively</p>	<p>Data analysis between baseline surveys, impact surveys and a annual survey among hosts that track:</p> <p> a. Name, address and business of emerging agribusiness people participating in training.</p> <p> b. Volume and value of sales made by targeted agribusiness</p> <p> c. Costs of targeted emerging agribusiness</p> <p> d. Type, volume and value of inputs accessed by targeted agribusinesses</p> <p>Information will be gathered from targeted groups as part of every intervention, direct interviews by program staff and shared project results between Land O'Lakes and collaborating programs.</p>	<p>Twenty 21-day assignments over 5 years will focus on agribusiness skills training and applying this training directly to issues facing targeted agribusiness:</p> <p> a. Business Planning/Management</p> <p> b. Marketing</p> <p> c. Financial management/accounting</p> <p> d. Cooperative development</p> <p>Nineteen 21-day assignments over 5 years will focus on technical agriculture needs:</p> <p> a. Production and post harvest technology</p> <p> b. Grading and standards</p> <p> c. Value added processing technology</p> <p>Annually, a three-volunteer team will conduct a 21-day assignment, providing group training and direct technical assistance focusing on accessing inputs, including capital, for agribusinesses.</p> <p> a. Research and educate emerging agribusinesses on methods to access high value markets.</p> <p> b. Develop credit and out-grower schemes with suppliers and buyers to increase access to inputs and finance for targeted agribusinesses.</p>

SECTORAL OBJECTIVES	TARGETS	INDICATORS	MEANS OF VERIFICATION	INPUTS/ACTIVITIES
<p>Zambia - Dairy Increasing the capacity of the dairy commodity chain by increasing production, cost efficiency processing and improved marketing approaches</p> <p>1. Increased food security by increasing rural income through sustainable agricultural production</p> <p>2. Increase the quality and quantity of milk processed and marketed.</p> <p>3. Product development and/or improvement</p> <p>4. Quality assurance and control systems</p>	<p>1a. The number of small holders delivering milk to MCC increase from 543 to 1600</p> <p>1b. Volume of milk delivered to the MCC increase from 1,654,321 litres to 2,945,000 liters</p> <p>1c. Increase in average household income from milk sales \$578 to \$694</p> <p>1d. Value of milk sold by MCC increases from \$778 000 to \$930 000</p> <p>2a Improved raw milk quality by decreasing bacteria count from above 200 000/ml to below 50 000/ml</p> <p>2b. Increase volume of raw milk marketed to processors from 694,815(42% of 2003 milk volume) to 2,061,500 (70% of 2008 projected milk volume)</p> <p>3a. Develop 10 new products</p> <p>3b. Improve 10 existing products</p> <p>4a. Ten (10) processors taking part in quality assurance</p>	<p>1a. Number of farmers delivering to MCC</p> <p>1b. Volume of milk delivered to processors by MCC</p> <p>1c. Gross income of farmers delivering milk to MCC</p> <p>1d. Gross income of MCC</p> <p>2a. Increase in price paid by processors for quality raw milk(good grade milk delivered to processors</p> <p>2b. Volume of milk delivered to processors by MCC</p> <p>3a. New products on the market</p> <p>3b. Improved existing products on the shelf</p> <p>4a. Quality assurance procedures in place.</p>	<p>Data analysis between baseline surveys, tracking documents, impact surveys, among hosts that track:</p> <p>a. Value of sales of targeted dairy processors</p> <p>b. Costs of targeted dairy processors.</p> <p>c. Volume and value of milk sold by targeted dairy producer groups.</p> <p>d. Production costs for targeted dairy producer groups</p> <p>e. Type, volume and value of inputs accessed by targeted dairy producer groups</p> <p>f. Number of processors that have quality assurance and control procedures prepared.</p> <p>Information will be gathered from targeted groups as part of every volunteer's assignment, direct interviews by program staff. and shared project results between Land O'Lakes and collaborating programs</p>	<p>Twelve 21-day assignments over 5 years will focus on dairy production:</p> <p>a. Dairy herd health: care, and veterinary needs.</p> <p>b. Dairy nutrition, developing affordable high performance feed from locally available resources.</p> <p>c. Genetic improvement through improved animal husbandry and artificial insemination.</p> <p>d. Cooperative development</p> <p>e. Capacity building of extension staff</p> <p>f. Dairy Financial Management</p> <p>g. Development of credit schemes</p> <p>h. Research and educate producers on the value of agricultural inputs.</p> <p>Twelve 21-day assignments over 5 years will focus on dairy processing</p> <p>a. Improved marketing skills of dairy processors</p> <p>b. Value added processing technology</p> <p>c. Development of business skills</p> <p>d. Ensuring milk supply, logistics, quality and quantity supports processors' growth.</p> <p>A number of volunteers will conduct a 21-day assignment, in new business areas. These are areas</p>

				not in the focus areas but viable assignments
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SECTORAL OBJECTIVES	TARGETS	INDICATORS	MEANS OF VERIFICATION	INPUTS/ACTIVITIES
Zambia - Warehouse Receipts Increase the use of warehouse receipts 3 Increase the value of crops produced	3a. Increase certified space from 24,000 tons to 308,000 tons 3b. Increase volume of receipted stocks from 5,800 tons to 231,000 tons 3c. Increase in warehouse based financing from \$500,000 to \$23,100,000	3a. Volume of certified space 3b. Volume of receipt stock 3c. Access to credit through receipts	3a. The warehouse space presented on the ZACA operator certificate 3b. ZACA's warehouse receipts 3d c. Number of warehouse receipts financed against	Fifteen 21-day assignments over 5 years will focus on warehouse receipts program <ul style="list-style-type: none"> a. Train and educate producers on the value and mechanisms of the system b. Operations training to managers c. Train ZACA staff on the needs of managing the program

The inputs of the volunteers will contribute to ZACA warehouse receipt program reaching the above targets

ATTACHMENT 1 - RUSSIA FTF RESULTS FRAMEWORK

Goal: To assist in increasing food production and distribution, and improving the effectiveness of the farming and marketing operations of farmers.				
Sectoral Objectives	Targets	Indicators	Verification Means	Inputs/Activities
Objective 1: Increase the sustainability of private agricultural enterprises				
1.1 Dairy/Egg sub-sector hosts strengthen business operations, adopt new techniques or technologies, enhance production efficiencies, and are financially viable.	1.1.1 40 Dairy/Egg producers using improved business management or production technology to increase production and income.	<p>Dairy producers increase annual production by an average of 100Kg per cow. Total production increase: 1,000,000 Kg</p> <p>Dairy producers increase herd size by 5 percent Total herd size increase: 450</p> <p>Number of eggs laid per hen increased from 270 to 285 per year. Total increase in eggs: 30,000,000</p> <p>Dairy producers increase sales revenue by 25 percent. Total dollar value increase: \$250,000</p>	<p>Baseline data is collected for each volunteer assignment when the scope of work is developed.</p> <p>Data collected will be derived directly from FtF host institutions and increases will be depicted as average increase from a baseline figure obtained at the time the scope of work is written. The reported change from the baseline will be based on the evaluation survey completed 3 to 12 months after the completion of the volunteer assignment. The volunteer and program staff determine the best time to complete the evaluation.</p> <p>Overall Sector Characteristics will be assessed on an annual basis using GosKomStat government production statistics.</p>	<p>Inputs: 116 Volunteers or 2,030 volunteer days Dairy production: 50 volunteers 875 volunteer days Dairy processing: 55 volunteers 963 volunteer days Egg Production: 11 volunteers 192 volunteer days</p> <p>Value of Inputs: Based upon average cost per volunteer day volunteer assistance to support the dairy/egg subsector is: \$1,597,610. \$688,625 of which is for dairy production, \$757,487 for dairy processing \$151,498 for egg production.</p> <p>Result: From value of inputs into production, and resulting sales revenue we can calculate that \$8 of sales revenues were earned for every \$1 of U.S. funds spent. (Reported in Final Report)</p> <p>Activities: Feed Formulation, Disease Control, Marketing, Processing Technology Transfer, Association Strengthening, Strategic Plan</p>
	1.1.2 40 Dairy processors using improved business management or production technology to increase production and income.	Dairy processors increase revenue by 25 percent. Total dollar value: \$11.5 million		
	1.1.3 20 Dairy processors develop and offer new products and services.	Firms produce 40 new varieties of cheese, yoghurt or other dairy products.		

ATTACHMENT 1 - RUSSIA FTF RESULTS FRAMEWORK

Sectoral Objectives	Targets	Indicators	Verification Means	Inputs/Activities
1.2 Livestock and Poultry hosts strengthen business operations, adopt new techniques and technologies, enhance production efficiencies, and are financially viable.	1.2.1 25 Livestock producers using improved business management or production technology to increase production and income.	<p>Beef herd size increases from an average of 100 per farm to an average of 120 per farm. Total herd size increase: 250 Total sales revenues increase by \$150,000</p> <p>Swine herd size increases from an average of 1300 per farm to an average of 1450 per farm. Total herd size increase: 2,250 Total sales revenues increase by \$450,000</p>	See Above	<p>Inputs: 116 volunteers or 2,030 volunteer days</p> <p>Beef/Pork Prod/Proc: 86 Volunteers 1,505 Days</p> <p>Poultry: 30 Volunteers 525 Days</p> <p>Value of Inputs: Based on average cost per volunteer day, volunteer assistance to support the livestock/poultry subsector is: \$1,597,610 of which \$1,184,435 is for beef/pork \$ 413,175 is for poultry</p> <p>Result: From the value of inputs into production, and resulting sales revenues we can calculate that \$3 of revenue will be earned for each \$1 of U.S. funds spent (Reported in Final Report)</p> <p>Activities: Feed Formulation, Disease Control, Marketing, Processing Technology Transfer, Association Strengthening, Strategic Planning.</p>
	1.2.2 15 Poultry producers using improved business management or production technology to increase production and income.	Broiler meat production increases by 10% percent. Total broiler meat production increase: 3,000 MT Total sales revenues increase by \$3,000,000		
	1.2.3 15 Livestock processors using improved business management or production technology to increase production and income.	Beef & Pork processors increase sales revenues by 15 percent. Total dollar value: \$1,300,000		
	1.2.4 5 Poultry processors using improved business management or production technology to increase production and income.	Poultry processors increase sales revenue by 10 percent. Total dollar value: \$375,000		
	1.2.5 9 Meat processors offer new products/ services	Meat processors introduce 10 new products		
	1.2.6 4 Poultry processors offer new products/ services	Poultry processors introduce 5 new processed products		

ATTACHMENT 1 - RUSSIA FTF RESULTS FRAMEWORK

Sectoral Objectives	Targets	Indicators	Verification Means	Inputs/Activities
1.3 Vegetables and Field crop producers/processors strengthen business operations, adopt new techniques and technologies, enhance production efficiencies, and are financially viable.	1.3.1 25 Vegetable/mushroom producers using improved business management or production technology to increase production, reduce losses, and increase income.	Vegetables/mushrooms: Yields for cucumbers increase from 20 to 23 KG per sq. meter and tomatoes from 18 to 22 KG per sq. meter. Yields for mushrooms increase from 45 to 65 MT per enterprise. Increase in sales revenues for vegetable/mushrooms: \$400,000	See Above	Inputs: 116 Volunteers or 2,030 Volunteer Days Bakeries: 58 Volunteers or 1,015 Volunteer Days Vegetables/Field Crops: 38 Volunteers or 665 Volunteer Days Mushrooms ¹ 20 Volunteers or 350 Volunteer Days
	1.3.2 15 Field Crop producers using improved business management or production technology to increase production, reduce losses, and increase income.	12 field crop producers adopt no till or minimum till technology 12 field crop producers reduce fuel consumed per MT of grain produced per hectare Reduction of product losses of harvested grain by 8 percent Increase in sales revenues for field crop producers: \$350,000		Value of Inputs: Based on average cost per volunteer day, volunteer assistance to support the Veg/Field Crops subsector is: \$1,597,610 of which \$ 798,805 for bakeries \$ 523,355 for field crops/vegs \$ 275,450 for mushrooms
	1.3.3 8 Field Crop processors using improved business management or production technology to increase production and income.	Field crop processors increase sales revenue by 15 percent. Total dollar value: \$1,000,000		Result: Vegetables/Field crops Processors will increase sales revenues by \$5 for every \$1 of volunteer assistance provided
1.4 Bakeries strengthen business ops, adopt new techniques and technologies, enhance efficiencies, and are financially viable.	1.4.1 30 bakeries offer new products and services	70 new bakery products introduced Bakeries/Bread Plants increase sales revenue by 15 percent. Total dollar value: \$7,000,000		Activities: Soil Analysis, Crop Rotation Solutions, Storage, No-till technologies, New Product Development, Improved Management Practices, Strategic Planning.

¹ Mushrooms, of course, are not vegetables but they are a staple of Russian diet and are included here for convenience.

ATTACHMENT 1 - RUSSIA FTF RESULTS FRAMEWORK

Sectoral Objectives	Targets	Indicators	Verification Means	Inputs/Activities
Objective 2: Increase the sustainability of agricultural support organizations to achieve sustainable service delivery and advocacy				
2.1 Increased capacity of associations, cooperatives, business support institutions, and training institutes operating in dairy/eggs, livestock and poultry, and vegetables and field crops to achieve sustainable service delivery and advocacy	2.1.1 20 Associations or Cooperatives with expanded membership	Organizations will expand membership by 10 percent 20 percent increase in the number of rural credit coops as members of Union of RCCs	See Above	<p>Inputs: Approximately 76 volunteers or 1,330 volunteer days</p> <p>Value of Inputs: \$1,046,710 of volunteer assistance based on average cost per volunteer day will be provided to support ASOs.</p> <p>Result: ASOs will raise \$1.10 through increased revenues, government grants, or other contributions for every \$1.00 of volunteer technical assistance provided.</p> <p>Activities: Strategic planning, new products/services, marketing, management, improved production/processing techniques, quality control, accounting and finance.</p>
	2.1.2 15 Organizations with improved business management practices	10 organizations will be financially self-sustaining and providing business and technology transfer services to 1,000 agricultural enterprises		
	2.1.3 15 Organizations with increased sales/fee based income	Organizations will raise \$1,000,000 through increased revenues, government grants, or other contributions		

ATTACHMENT 1 - RUSSIA FTF RESULTS FRAMEWORK

Sectoral Objectives	Targets	Indicators	Verification Means	Inputs/Activities
Objective 3: Strengthen rural finance systems to provide credit and other services to agricultural enterprises				
3.1 Strengthen non-bank financial institutions ability to provide sustainable financial services (credit, leasing, insurance, etc.) to rural and agricultural clients.	3.1.1 60 Non-bank financial institutions serving rural and ag. clients improve financial performance and increase the amount of agricultural loans offered	<p>5,000 private farmers have access to loans, leasing or other financial services</p> <p>CAMELS rating system established for 2nd Tier² rural credit cooperatives</p> <p>Net equity of the rural credit financial institutions increases by \$6 million</p> <p>RCCDF Portfolio at risk is less than 8 percent on loan to rural NBFIs</p> <p>Rural credit cooperatives have better than 90% loan repayment rate.</p> <p>Rural credit cooperative membership increases by 25 percent</p>	See Above	<p>Inputs: Approximately 60 volunteers or 1,050 volunteer days</p> <p>Value of Inputs: \$826,350 of volunteer assistance based on average cost per volunteer day will be provided to support rural/agricultural credit and finance.</p> <p>Result: Financial Institutions will increase their equity by \$6 for every \$1 of volunteer technical assistance provided</p> <p>Activities: Credit Administration, CAMEL rating system, credit policies and procedures, internal controls, board/member relations, cooperative principles, asset/liability management.</p>

* The indicators depicted are derived from the current Russia FtF PRIME monitoring and evaluation system. We have adapted the current system to a new sub-sector reporting format. This has resulted in the revision of some indicators.

² Second Tier credit cooperatives are those that have credit cooperatives as more than 80% of its members and that establish a reserve fund and have internal audit, advocacy and educational functions.

ANNEX 9 – FTF VOLUNTEER INTERVIEW SUMMARY

Overall Program: In general, volunteers provided very positive and highly complimentary feedback on the Farmer-to-Farmer program. Most volunteers expressed a high general level of satisfaction with the program, and several indicated that their involvement has been a life-changing experience for them. One volunteer, in fact, is considering writing a book about his many experiences over a 15-year period with FTF.

“I’ve loved every one of my 17 assignments. In fact, I get tears in my eyes just thinking about them. The support that I got in every project has been wonderful, before, during, and after assignments...It has changed my whole life.”

“This assignment was so eye-opening. It changed my outlook, and my feelings about the need to give back.”

“At my age (75), I look at this as payback time—it’s time for me to give back for everything I’ve gotten. I feel that it’s important as volunteers that we project a very positive image of our country. When you go one-on-one, they find out that you’re just a nice person, a kind American...if you have enough of that, it starts adding up. Very positive effects.”

“I’ve met so many great people. Just to talk about it chokes me up. One person in particular I email with every single week. We share thoughts and ideas; it’s wonderful.”

“I think the program should be expanded. As far as I know, it has one of the strongest impacts on the ground on people’s lives and on the local economy. It really has a big bang for the buck. I think the program is doing fairly well, the impact is good, it just needs to be broadened and have more of an impact.”

“I don’t know if I could tell [FTF] how to do anything better. In Russia they’re doing about the best they can. It doesn’t mean that everything works perfectly, but I don’t know if I could tell them how to do anything better.”

Quality of Assignments: Volunteers were generally pleased with the quality of assignments, though issues were raised with the development of the SOWs (see page 4). A few long-time volunteers indicated that general organization and support have improved over the years.

“The ACDI/VOCA staff in all of the assignments were wonderful. They did a great job in setting expectations, coming up with good SOWs, and matching me with good assignments.”

“The assignments made sense, they could have a real impact, and they were well-organized all around.”

Logistics and Support: Nearly all of the volunteers gave very high marks to logistics and support. Volunteers shared positive comments about the support they received and most felt that logistics and support were rarely an issue.

“I would say [logistics and support were] excellent, even outstanding, I never had any problems.”

“I always had good logistics and support from the implementers. There were a few situations where the food or housing were not up to par, but that’s part of the story. You expect that.”

“Everything on these projects was done superbly because of ACDI/VOCA. There were never any problems with them, and I trust them a lot.”

“The support and logistics have always been excellent. The quality has always been fantastic.”

Success of Assignments: With only a handful of exceptions, volunteers considered their assignments as successful, and often cited the fact that they were asked to return. Several volunteers pointed out the difficulty of measuring the success of an assignment, particularly if there is no long-term follow-up, but felt that they were at least successful in terms of meeting their objectives and providing short-term (or possibly long-term) benefits to their hosts.

“I think that, using the information that I provided, most of the people I worked with probably had a net gain in income.”

“I thought it was a real success...In fact, the horticulturist that I was with completed a book during the time that I was with him, and I provided him with a lot of suggestions and input for the book.”

“The students gained a lot and told me that they got a solid understanding of the information. It was an awesome experience.”

“The highs were my time in Mongolia, because of the exposure to the culture....they listened to what I said, and we may have saved a processing operation with about 120 employees.”

Highs Points of Experiences: The majority of volunteers identified the people that they met and the rewarding interactions that resulted as the high of their experiences.

“I felt that I almost learned more than I taught; that I got more than I gave in terms of the benefits to me on a personal level.”

“The highs have all been very high—seeing an impact in people’s lives, especially when we can return two or three times to the same place.”

“The friendliness and hospitality that I encountered were way beyond anything I would have anticipated.”

Ongoing Communication: The majority of volunteers have ongoing communication with hosts through email, which they have initiated on their own, without the facilitation of FTF. Of the 29 phone interviews conducted, 24 had periodic or sustained communication via email with hosts, while only five volunteers did not. Those who email with hosts indicated that the communication is often for both personal and professional reasons.

Many of the volunteers seemed to agree that FTF encourages communication with hosts, but does not facilitate the communication (volunteers indicated that there was no need for host facilitation since the communication occurs easily enough between them and the hosts).

“I form strong relationships with some of the people. I would say that I am still in contact with about 60-80 people.”

“Eight or nine of the hosts are still in contact with me over email. That’s real business.”

“In one particular case, a gentleman I had worked with befriended me. We kept in touch, and he died. I’m now putting his kid through school.”

Main Recommendations

Follow-up: *Structure the program so that long-term and sustained follow-up, either through email communication or (preferably) through return visits—is a standard aspect of the program.* The majority of interviewees suggested that follow-up visits should be more integrated into the program, and that the potential impacts of follow-up visits should be taken seriously.

“I think it’s necessary and highly desirable for volunteers to have the opportunity to do follow-up visits. So many times the assignments are one-shot deals, and in development, follow-up is crucial...this lets the hosts know that we volunteers aren’t just on some development tourism gig.”

“I always go back and visit the people I worked with before, and that really motivates people. If you go in for a week or two and then disappear, the impact is weaker. Relationship building is so important to the success of these projects.”

“The implementers don’t follow up with us volunteers and I think we’d all tell you that. We have made a lot of efforts for these projects, and if they follow up with the hosts, they don’t tell us about it. Our work could have more of a long-term, sustainable impact if we were informed of progress on the projects. We could communicate better with the hosts and be more involved at a deeper level with the projects.”

“Of the many projects that I’ve been part of, only a few of the projects have given me the opportunity to return multiple times. I found that the times I went back, I had more impact, and I was more effective in terms of the overall projects.”

Impact: *Conceive, structure, and implement assignments with more emphasis on long-term impact.* Having a long-term impact was a major concern for volunteers, many of whom felt that the program structure needs to focus more on sustainability. Several volunteers voiced doubts about the impact they have had without long-term follow-up. They indicated that, without follow-up through return visits, ongoing FTF involvement with the project, or ongoing email communication with the hosts, long-term impacts seem vague and improbable.

“I always wonder about the impact that we have. I doubt that anyone has returned to check on the hosts after my project in India. I don’t know if there is any continuation...I have serious doubts about what they have been able to implement since I left. No one checked on them since I left; there was obviously no follow-up.”

“The purpose of these assignments is to enhance either the infrastructure in which these co-ops operate, or to improve their performance at the individual firm level. What’s missing is knowing what impact you had on performance over time. I think that some kind of follow up would be very useful.”

Scopes of Work: Make the development of SOWs a more collaborative, inclusive process.

Having unrealistic, unreasonable, or inaccurate SOWs was a common issue raised by volunteers, who indicated that those drafting the SOWs are not technical people and may not understand the work involved. As a result, many discovered upon arriving in country that the reality on the ground was different than the reality depicted in the SOW. Re-drafting the SOW not only wastes time, but means that the volunteer is ill-equipped and perhaps not even suited to deal with the actual situation on the ground.

Prospective volunteers should be involved in the drafting of the SOW as much as possible, to increase clarity in the SOW and to manage host expectations. The SOW should go through several iterations, if necessary, to ensure that it is as accurate, realistic, and achievable as possible.

“The implementer in country will write up these wonderful SOWs, so you go with it and pull resources together, only to find that it’s totally different once you’re there. They’re either totally unrealistic or they change their minds once you get there. I went to Rwanda expecting to work on a plant, and I got there and found out that the plant was blown up.”

“The 10% of assignments that did not go well were usually because of the time difference between when the SOW was written and when the project was carried out. Usually there are a few month’s delay...and requirements change. Sometimes the host dies in the time between the development of the SOW and the time I get there, and it would be too late to stop the process, so we’d do something else.”

“I think ACDI/VOCA filters what they think the hosts need and then develop the SOW. If they could integrate the volunteer into this, or someone who has subject matter knowledge, they might end up with some better SOWs.”

“I think that miscommunication runs from the host all the way to the volunteer in terms of what the hosts are looking for...someone needs to clarify exactly what the hosts need.”

“Most of the assignments that were any kind of real stretcher—as far as getting things done—were those that involved changes in the SOW. Then I couldn’t bring all of the resources that I would have liked to have with me.”

“When I could see drafts before they were formally submitted, it was much better.”

“The SOW typically includes so many things that we lose sight of the main two or three objectives.”

“The last SOW that I had was so comprehensive that it would have taken a lifetime and an unlimited budget to implement everything. The SOW was like a moving target once I got there.”

Expectations: Make sure that hosts understand what outcomes are attainable. Closely tied to the process of developing the SOWs, expectations of hosts are often unrealistic, many volunteers commented.

“I found that the expectations of the hosts were too high, and they wanted too much. It’s like drinking water from fire hydrants—you’re not going to quench your thirst that way.”

Progress can't be achieved overnight, and they need to understand this. Benchmarking will help a lot."

"I think that, when the implementer meets with the host to develop the SOW, they are trying to create a relationship with the host. In doing so, they raise the expectations of the hosts, expectations that are not in tune with what can actually happen."

"Occasionally there were times when an audience was not as receptive to change as they needed to be. They wanted you to be able to do something magical. Sometimes expectations were greater than what could be delivered in a short period of time."

Difficulty of Travel: *Consider ways to make travel easier for volunteers.* Interviewees continually raised the issue of long flights without layovers or business class travel, and strongly suggested that FTF rethink its travel policies. Volunteers indicated that the extensive travel has impacted their physical abilities to carry out assignments, and resulted in poor performance.

"A lot of the volunteers that FTF is sending out now are older and retired, and we find (because I've spoken with many others) that those long plane trips in cattle class are really tough. Considering that ACDI/VOCA is going to work us to death for a month, I think some thought should be given to flying us in business class. This is important for keeping the volunteers happy. We'd be eternally grateful for this."

"The travel is so difficult, especially for older people. There is a lot of reluctance to even let you have a layover. They say they follow federal guidelines, but I know that sometimes they don't do this. I flew 24 hours without a layover in economy. It's like you're dead when you're there, it doesn't work well. It's too much, especially when you consider how old some of the volunteers are."

"I think it's a great program, but I would recommend that there is some consideration for how we're pushed physically. I'm in good shape and sometimes it's just too much for me."

"They might want to consider the impact of flight schedules on volunteers, especially since many are older people. I felt that they should have put me up in a hotel for a little bit."

"Don't talk about the flights—that was the worst part of the assignments. Years ago we used to fly in business class and that helped a bit. You arrived fresher."

Relationships: *Emphasize the importance of relationships through reciprocal exchanges, or through recognition of the personal relationships that volunteers make with hosts.* Some volunteers felt that the program did not adequately capture the value of the investments that they made in establishing personal relationships with hosts. They suggested that the program capitalize on this powerful aspect of the program by building on initial relationships through follow-up visits or reciprocal exchanges.

"The program does not emphasize the relationship side of things enough. I would suggest that they find ways to create relationships that would last over a longer period of time, through email or visits to the U.S. Reciprocal exchanges would be one level of relationship. Another level would be to sustain the relationships over a long period of time, by encouraging long-term contact between the volunteers and the hosts. There needs to be trust established through reciprocal exchanges."

“When I have been fortunate enough to go back, I form strong relationships with some of the people. I would say that I am still in contact with about 60-80 people. It’s frankly good business for me too, because I’m a consultant.”

“Training in the U.S. would be very good for people there—to see is to believe. If they came to the U.S., they could learn and appreciate more about what innovation is. This type of exchange...would be invaluable. Then they could return home and be spokespeople.”

Organization: Develop solid agendas for assignments and ensure that volunteer time is used effectively. Although volunteers praised the overall logistics and support, they indicated that some general organizational issues could be improved, particularly scheduling. A few volunteers remarked that scheduling inefficiencies caused too much down-time. Other recommendations included that implementers develop a more solid agenda for the assignment, and that implementers provide more background information in advance.

“They need to make sure that they keep the volunteer busy the whole time...I was sitting around the hotel room doing nothing, and I’d much rather be out there working. I felt like the implementers could have used me more.”

“I was there for 18 days, and I think in the future it may be a bit too long. Sometimes I could have been busier.”

“When I’m there I want to be busy, I want to be creative. For many projects, I sat around for a long time. It’s very wasteful and expensive to sit around for a day or two.”

“I would recommend providing specific information on host issues at least 30 days in advance, as well as information on logistics and support.”

“I think the implementers are trying to arrange too many one-on-one meetings. Instead, they need to do more in a seminar format.”

Length of Assignments: Consider lengthening assignment timeframes, when appropriate. Although a few volunteers commented on down-time, most felt that the timeframe was narrow, and that longer assignments would be more beneficial. In addition, several interviewees commented that a longer stay would permit them to combine visits with multiple hosts.

“Time is the biggest thing that has bothered me, because I felt that I did not have enough time to really do the job in a few assignments. I constantly felt that I had many things to do and not enough time.”

“If it were possible to extend the assignments about a week longer, I would be able to work with two clients, and this would be more efficient.”

“Three weeks is an awfully short period of time to get to know the people, the project, the country, and the needs. I think you need at least three weeks.”

Funding: Take financial aspects of local conditions and problems into greater consideration. A few volunteers suggested that FTF provide funding to hosts, or at least take financial limitations into consideration in designing assignments. Volunteers indicated that very small amounts of capital would make a big difference in the ability to carry out volunteer

recommendations, and that carrying out an assignment without a recognition of financial issues neglects a key success factor.

“While the technical assistance provided by the volunteers is fine, the real issue is financial limitations in many countries. I try to set priorities of what should be done ultimately, and what can be done immediately with minimum expenditure. Many assignments, however, do not take into account these budgetary/financial requirements.”

“This is a volunteer program, and we need to be able to bring in funding directly. I’m just talking \$50-100, not huge amounts. When we had money, we could actually go in and build structures. Without structures, it’s a lot of talk. Funding is critical to getting the program off the ground.”

Additional Comments and Recommendations

- “The information on per diem while you are in transit is not very clear.”
- “Interpreters working for ACDI/VOCA are often staff members, which means that they are not only distracted by their work, but they tend to filter or process the information that they are translating in terms of what they know. In other words, they know more than other translators might, but they don’t translate word for word, which is most useful.”
- “Finding opportunities for my spouse and I to travel together was a great benefit.” (Several volunteers indicated that they would volunteer more often if these types of situations could be arranged.)
- “Change the number of hosts selected. Instead of having a one-to-one exchange, I would recommend having several hosts. For example, I met with about 30 people, but all from the same organization. I don’t need to interact with the person who is working with the chickens, and everyone up the chain. These people don’t have any power. Instead, it would have been more effective to bring a group of growers together. Get a group of leaders from all of the plants in the area, and transfer knowledge to this group of leaders, and they share knowledge with people down below.”
- “Consider a different program name. The nomenclature of the program is awkward for people who are not farmers, dealing with processors who are not farmers either. It’s a matter of moving out of the direct scope of agriculture.”
- “I would say that in almost all cases, I would have liked to meet with the most senior-level managers or bank presidents and VPs, and even bank boards, to sell them on why we should implement certain suggestions, prior to me going to the lower levels. If the senior level doesn’t buy in, then younger people won’t. This was a common problem in every one of the countries that I’ve been in.”
- “There are potentially problems with the FTF model. There seems to be a lack of emphasis on asking the local people what they want and what they want to accomplish. FTF comes to town with an agenda, and the farmers go along with it because they do not have options, but that translates into difficulties. It seems to me that no one has asked them what they thought. If I were king, I would try to create a dynamic in Washington (not only for the Farmer to Farmer program, but for other development programs as well) that would allow people to study the issues on the ground without any pre-conceived notions about issues and instead take what they know about rural development, and take things from the toolkit that will forward people’s goals.”

Interview Summary Data

- Number of volunteers interviewed: **29** (26 men; 3 women)
- Average number of assignments: **14.7**
- Breakdown of regions for which volunteers completed assignments:
 - Central Asia: 13
 - Eastern Africa: 10
 - Southern Africa: 10
 - Caucasus: 8
 - Russia: 8
 - Western NIS: 8
 - Asia: 7
 - Latin America: 6
 - Caribbean: 5
 - Balkans: 5
 - Eastern Europe: 4
 - Western Africa: 2
 - North Africa: 2
- Percentage of volunteers with one assignment: **21%** (6 volunteers)
- Percentage of volunteers with 2-4 assignments: **24%** (7 volunteers)
- Percentage of volunteers with 5+ assignments: **55%** (16 volunteers)
- Percentage of volunteers that have completed assignments for more than one implementer: **40%** (12 volunteers)
- Implementers that volunteers worked with:
 - ACDI/VOCA: 16 volunteers
 - Winrock: 15
 - Land O'Lakes: 10
 - CNFA: 8
 - IESC: 4
 - Partners of the Americas: 4
 - VSU: 2
 - Counterpart International: 1

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